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ABSTRACT

This study presents a detailed evaluation of the impact and effectiveness of Title I of the Library Services and Construction Act (LSCA), a federal program designed to assist state efforts to develop and improve public libraries, and examines the policy implications of these results as they relate to the future of federal involvement in public libraries. It presents the history and background of LSCA, study methodology, the uses of LSCA funds, factors affecting these uses, changes in library services and organization resulting from LSCA, effects on the coverage and accessibility of public library services, problem areas and future directions, and major findings and their implications. Statistical data and comparative analyses are presented in 80 tables, and the appendices provide details of the research methodology, selected references, a glossary of terms, supplementary tables, advisory panel members, and data collection instruments. (RAA)

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AN EVALUATION OF TITLE I OF THE LIBRARY SERVICES AND CONSTRUCTION ACT

Final Report

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Todd S. Tucker, Ph.D.,
President

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INTRODUCTION

This study presents the results of an evaluation of the impact and effectiveness of a major Federal Program designed to assist State efforts to develop and improve public libraries, and examines the policy implications of these results as they relate to the future of Federal involvement in public libraries. Title I of the Library Services and Construction Act is a State formula grant program with matching funding requirements and is the only Federal public library program designed to assist States in extending public library services to areas where they do not exist and to improve inadequate public library services.

This evaluation comes at a most crucial point in the Program's history. July of 1982 will mark the Program's 25th anniversary, making it one of the oldest Federal-education related programs. As this report is prepared, two bills are before the Congress that would significantly alter the current Federal role in the development and support of public libraries.1/ Also, in the Fall of 1979 a White House Conference considered the future of library and information services and produced significant and far-reaching legislative and policy recommendations affecting the current Federal role. But while various aspects of the LSCA Title I Program have undergone independent and internal evaluations,2/ it has never been subjected to a comprehensive evaluation.

The Program has received significant and consistent support from its beneficiary groups. Many of these groups contend that the Program is under-funded and has received only marginal support from the U.S. Department of Education (formerly the U.S. Office of Education). Evidence cited includes both the discrepancy between authorized and appropriated funding levels and the fact that in the mid 1970's the Nixon administration attempted to reduce drastically the scope and magnitude of Federal involvement in public libraries.

1.1: Background of the Study

Title I of the Library Services and Construction Act (hereafter referred to as LSCA Title I)[3/] provides formula grants to each of the eligible States for extending and improving public library services. Originally enacted in June of 1956 as the Library Services Act (P.L. 84-597), LSCA has since been amended and extended, most recently by P.L. 95-123 which extends the Program through Fiscal Year 1982. LSCA Title I is one of four titles contained in the Act (Title II, Public Library Construction, has not been funded since 1973; Title III, Inter-Library Cooperation, had a Fiscal Year 1980 appropriation of $5 million; and Title IV, Older Reader Services, has never been funded, although activities it calls for are provided under Title I). Currently each State receives a basic minimum allotment of $200,000 (territories and other outlying jurisdictions each receive $40,000), with the balance of the appropriation distributed among the States according to a population-based formula. These funds are used:

> ... for the extension of public library services to areas without such services and the improvement of such services in areas in which such services are inadequate, for making library services more accessible to persons who, by reason of distance, residence, or physical handicap, or other disadvantage, are unable to receive the benefits of public library services regularly made available to the public, for adapting public library services to meet particular needs of persons within the States, for improving and strengthening library administrative agencies, and in strengthening major urban resource libraries.[4/]

To qualify for these funds each State must develop a satisfactory plan for library services. In addition, each State is required to match the Federal allotment in accordance with a Federal share percentage established by the Department of Education. From Fiscal Year 1956 through Fiscal Year 1980, Congress has appropriated $785.6 million in LSCA Title I funds for use by the States.

1.2: Objectives of the Study

The basic objective of this study is to provide a comprehensive, summative evaluation of the impact and operations of LSCA Title I and to examine the implications these evaluation results have for future Federal policy and administrative efforts.

The evaluation has four study objectives:

- To determine how LSCA Title I funds have been used by the States;
- To examine factors affecting the use of LSCA Title I funds and the Program-related outcomes;

- To determine what effects LSCA Title I has had upon the organization and services of public libraries at State and local levels; and
- To determine how LSCA Title I has affected the coverage, accessibility and adequacy of public library services.

The research approach used to meet these objectives involved careful review of legislation and literature, comprehensive site visits, a major mail survey and use of extant, relevant data. Data were collected from each of the 52 State Library Administrative Agencies and from a national probability sample of 100 public library projects receiving some or all of their support through LSCA Title I. In addition, a mail survey of a nationally representative sample of over 500 public libraries was completed as part of this evaluation. A more detailed discussion of evaluation methodology used in this study is presented in Chapter 3.

1.3: Basic Assumptions and Constraints

A number of basic constraints surfaced over the course of this study, certain of which are characteristic of the LSCA Title I Program, and others of the library community. While LSCA Title I has been in operation in one form or another since 1956, only recently has any meaningful attempt been made to examine comprehensively the effects and impacts of the Program. Consequently, the historical reach that an evaluation effort can make is limited. This study has attempted to examine these Program effects directly as far back as 1965, while other sources of data have been used to reach back to the beginning of the Program. An effect of this limitation is that many significant changes may have occurred prior to 1965 when LSCA Title I funds were a more sizable source of support of efforts to develop public library services.

A second related constraint stems from the fact that LSCA Title I represents but about five percent of the total national outlay of funds for public library services. Because it is not a major funding source, and because these funds are often mixed with State and local funds, it becomes very difficult empirically to isolate the true or unique effect(s) of the Program. As a partial way of circumventing this limitation, a mail survey of public libraries was completed to estimate more accurately the extent to which LSCA Title I was actually used to initiate changes consistent with the priorities of the Act.

The measurement of the effects of public library services upon users presents a third constraint confronted by this study. With very few exceptions, public libraries concentrate most data gathering efforts on inputs of resources and the movement of materials entrusted to their care. Very little attention has been given to the need to monitor the interaction between the client and the public library. A major reason for this is that libraries traditionally stress the importance of providing freedom of intellectual access--and gathering information on users is construed to be an infringement on that access. Moreover, the collection of this information can be difficult. There is also much debate on what activity or set of activities constitute use. Because of this, it has been impossible to collect existing user impact data. Nor has it been possible to develop and utilize specialized measures of client effects in the absence of a clearly defined relationship between the public library and the user. Therefore, the study relies heavily upon measures of institutional changes and professional perceptions of effects upon users.

A fourth constraint conditioning the evaluation is the fact that the States have responded to the legislation in highly varied ways. The legislation is specific in assuming a posture of noninterference in the usage of funds ("... uses of the funds provided under this Act shall be reserved to the States and their local subdivisions." Section 2(b)--Declaration of Policy). Also, the States entered into the Program having unique contextual, structural, and developmental attributes that often dictate the limits within which Federal funds will be used. This effectively prohibits the use of a single set of outcome measures. Moreover, it tends to force a focusing of the study upon the priorities of the Act and the State's response to those priorities.[5]

In sum, this study does not attempt to provide a definite assessment or specification of the current status of public libraries. It focuses directly upon the LSCA Title I Program. Nor does this study provide a detailed accounting of how the Program has affected the lives of individuals. Instead, it documents many of the changes in public libraries since the Program's inception in 1956 and discusses the role of LSCA Title I in those changes.

1.4: Overview of the Report

The results of the study are presented in three parts. The first three chapters contain the introduction, an overview of the history and characteristics of the LSCA Title I Program and its relationship to the mainstream of public library funding and organization, and a summary of the study methodology. Chapters 4 through 8 present a detailed, objective-based analysis of data pertaining to the evaluation of

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LSCA Title I, covering the use of LSCA Title I funds, factors affecting those uses, changes in the organization and services provided by public libraries, the analysis of the extent to which LSCA Title I has succeeded in meeting its primary objectives, and, finally, an analysis of measures pertaining to possible future directions of the Program. Chapter 9 presents a summary of major findings and considers the implications of these findings on the effects and future directions of the Program. Various appendices contain a detailed discussion of the study methodology, a glossary of terms, additional tabulations, and copies of the instruments used to collect data.

Footnotes

[1] National Library Act (S. 1124), and National Library and Information Services Act (S.1859).

[2] See Chapter 2 for a summary of these efforts.

[3] (20 U.S.C. 351) Enacted Dec. 30, 1970, P.L. 91-600, sec. 110, 84 Stat. 1666.

[4] Ibid.

[5] The most recent priority--strengthening major urban libraries--was not included in the scope of the study. At the time the study was designed, the legislatively defined funding "floor" had not yet been reached, thereby precluding State response.

2

TITLE I OF THE LIBRARY SERVICES AND CONSTRUCTION ACT HISTORY AND BACKGROUND

This chapter presents an overview of the history and background of the Federal program responding to Title I of the Library Services and Construction Act (LSCA Title I). Since 1956, the Library Services and Construction Act (originally the Library Services Act), has represented the only Federal program specifically designed to assist public library development. Originally intended to assist State efforts to extend library services to rural areas, it has evolved into a multipurpose program. In Fiscal Year 1980, LSCA Title I comprised $62.5 million or 25.6 percent of the $244.5 million in Federal assistance for libraries of all kinds. It constitutes the major Federal influence on public library development in the United States. Its evolution in terms of priorities, its survival, and its size are all aspects contributing to the Program's current ability to affect public libraries. Selected references can be found in Appendix 2.

2.1: Description of the Act

The Library Services and Construction Act has four Titles: Library Services (Title I), Public Library Construction (Title II), Interlibrary Cooperation (Title III), and Older Readers Services (Title IV). Only Titles I and III are funded at present. Currently the appropriation for Title I represents about 92 percent of all LSCA funds appropriated. LSCA Title I was established in 1964, and extended the intent of 1956 Library Services Act. LSCA Title I has been amended frequently over the years. Beginning with the extension of LSCA in 1970, the priorities in Title I (Library Services) have been:

- To provide library services to disadvantaged persons in both rural and urban areas. The term disadvantaged persons refers to a broad range of persons who have educational, socio-economic, cultural, or similar disadvantages that prevent them from receiving public library services. Typically, projects addressing this area of priority are targeted toward such groups as the elderly, the urban poor, migrant farmers, etc.

- To extend library services to the States' institutionalized residents and to the physically handicapped, including the blind. Institutionalized refers to persons in State supported correctional and health care or custodial institutions. The majority of projects for handicapped persons are directed at the blind and visually impaired.
- To strengthen metropolitan public libraries that serve as national or regional resource centers. Strengthening metropolitan libraries that serve as resource centers refers to those metropolitan libraries (population over 100,000) that are designated by State Agencies as resource centers because of the unique resources they hold or because of the support capacity they fulfill in a State or region or in the country as a whole.
- To improve and strengthen the capacity of State Library Administrative Agencies to meet the needs of all the people of their respective States. Strengthening the State Library Administrative Agency refers to the agencies that administer LSCA at the State level. Strengthening may improve the administrative capacity of the State Agency or the implementation of statewide services (film collections, for example).
- To extend library services to persons of limited English-speaking ability (since 1975). The limited English-speaking typically include recent immigrants and migrant workers.
- To improve the capability of public libraries in densely populated areas to serve as major resource libraries is applicable only if the annual appropriation for Title I exceeds $60 million. It is intended to assist major urban resource libraries. The States reserve from their allotments 50 percent of the amount in excess of $60 million for grants to major urban resource libraries. Major urban resource library is defined as any public library identified by the State Agency and located in a city having a population of 100,000 or more individuals, as determined by the U.S. Commissioner of Education, (sic) and that has collections of value to individual users and other libraries and provides services to users throughout the regional area in which such library is located.[1]

The priorities notwithstanding, the legislation provides wide latitude to the States in implementing their programs. As stipulated in Section 2(b) of the Act, "... The determination of the best uses of funds provided under this Act shall be reserved to the States and their local subdivisions."[2]

The Program is administered at the Federal level by the Office of Libraries and Learning Technologies, an agency in the U.S. Department of Education. Formerly The Office of Library and Learning Resources, this Federal agency has overall

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responsibility for monitoring State activities including review of all planning and Federal-State contractual documents, monitoring the use of funds, and collecting and disseminating information relevant to the Program. In addition, this Office provides assistance to the States intended to improve program management and effectiveness. The Program is, in turn, administered in each State and Territory by a State Library Administrative Agency (State Agency) designated by the State. The State Agencies are responsible for developing and implementing long range programs for public library development, administering and managing activities receiving LSCA Title I funding, providing services, and evaluating public library programs. The law also requires that the States form an Advisory Council whose membership represents lay and library-related individuals.

To be eligible for funding, each State must submit a basic State Plan, which acts as a Federal-State agreement, and a five-year long range program for library development. Every Fiscal Year, each State must also submit an updated long-range program, an annual plan or program for expending LSCA funds, and a fiscal and evaluative report for the previous Fiscal Year. Each State must also guarantee a "matching" expenditure of State and/or local funds to be eligible to receive LSCA Title I funding. This match is determined by a formula based on the per capita income of each State's population and represents the non-Federal share of the cost of the long range program. Further, it must fall within a maintenance of effort limit. The legislation also requires "maintenance of effort" for two priorities, stipulating that:

> Funds available for expenditure in the current fiscal year for library services to the physically handicapped and to persons in institutions substantially supported by the state must be not less than the amount expended from all sources in the second preceeding fiscal year.3/

In addition, each State must match with State or local funds any amount of the Federal funds expended for administrative purposes. Title I and Title III funds are distributed to the States using a two part formula through which each State and territory receive a basic allotment, with the remaining portion of appropriated funds divided among the States on the basis of population. States may utilize their allotments in ways they determine to be most beneficial and effective. Funds can be retained by the State Agency or distributed competitively or on a formula or any other basis. The funding history of LSCA Title I is provided in Table 2.1.

TABLE 2.1 LSCA TITLE I FUNDING HISTORY SINCE FEDERAL FISCAL YEAR 1966
(MILLIONS OF DOLLARS)

FEDERAL FISCAL YEAR	LEGISLATIVE AUTHORIZATION	ADMINISTRATION REQUEST	APPROPRIATION
1966	$ 25.00	$ 25.00	$ 25.00
1967	35.00	25.00	35.00
1968	45.00	35.00	35.00
1969	55.00	35.00	35.00
1970	65.00	17.50	35.00
1971	75.00	29.75	35.00
1972	112.00	15.70	46.57
1973	117.60	30.00	62.00(a)
1974	123.50	(b)	46.48
1975	129.68	25.00	49.16
1976	137.15	10.00	49.16
Transition	(c)	12.29	12.29
1977		56.90	56.90
1978	110.00	56.90	56.90
1979	140.00	62.50	62.50
1980	150.00	65.50	62.50
1981	150.00	64.50	(d)

(a) $32.00 million of this amount was impounded but later released in Fiscal Year 1974.

(b) Funding was not requested for this Fiscal Year.

(c) Not known.

(d) In November of 1980, this appropriation was under continuing resolution and had not been set by the Congress.

2.2: History of the Act

For more than 35 years prior to passage of the Library Services Act (LSA) in 1956, the primary advocate for Federal aid to libraries was the American Library Association (ALA). The ALA Council proposed Federal aid for public libraries as early as 1919. In 1935, Carleton B. Joeckel, Chairman of the ALA Committee on Federal Relations, promoted the idea of a system of Federal aid that would allow wide State discretion in use. Prior to LSA, public libraries had benefitted from Federal largesse only through programs largely directed at Depression-era unemployment problems. The Works Progress Administration funded library projects that, among other things, helped States plan for library services. Other agencies, in the process of helping the unemployed, helped to fund projects that benefitted libraries such as: putting together special collections by unemployed musicians and artists, cleaning and painting of libraries, repair of damaged collections, publicity, etc. The ALA strongly supported a program of Federal aid following a WPA pattern of grants-in-aid to the States.

In 1944 the ALA set up a Washington, D.C. office with the specific goal of providing the library community with a lobbying group. Through the work of Carl Milam, Executive Secretary of the ALA and Paul Howard, among others, the Public Library Demonstration Bill was introduced to both houses of Congress in 1946. The Bill concentrated on services to rural areas and, while it did not pass, it became a focal point for continuing interest. The period between 1946 and 1956 brought increasing support for the concepts in the bill. The National Plan for Public Library Service, for example, was published by ALA in 1948. This document outlined a twenty-year program for increasing "access" to, "coverage", and "adequacy" of public libraries in the United States. These key words became cornerstones of the eventual legislation.

Real participation by the Federal government in support of public library development began in 1956 with the passage of the Library Services Act, which maintained the rural emphasis of the earlier legislation efforts. The purpose of the Act was "to promote the further extension by the several States of public library services to rural areas without such service or with inadequate services" (P.L. 84-597). The primary thrust during this early period of Federal support for public library development was in providing "extension" services such as bookmobile, books-by-mail and consulting services to rural areas. The nature of the Program in its early years was very much demonstration oriented, e.g., starting new services that would eventually be supported with local funds. LSA also provided the impetus of establishing State Agencies in a number of States.

The impact of LSA/LSCA was extensive, quite likely because of the real paucity of library resources in many rural areas in the United States. Fry notes the increases in terms of bookmobiles and books purchased with LSA/LSCA.[4] However, many profound changes were more subtle. Beasley, in his paper, "The Changing Role of the State Library," suggests a powerful change brought about by Federal funds in the nature of library organization through the early years of LSA/LSCA:

> The real power of the state library has come more subtly in the form of increased personnel who visited local libraries and helped shape their internal policies in line with state concepts, conducted conferences and in-service training to help build a cohesive and homogenous professionalism, established direct liaison with and got the support of the state library association, recommended revisions in statutes and acted as a broker with the legislature, and worked with political leaders to get local changes.[5]

The role of increased personnel supported by Federal funds may well have dictated the emergence of a State role in library development in the 60's.

The period of LSCA Title I from 1957 to 1974 evidenced tremendous change in awareness and responsibility of public library service on the part of the States. As Shubert points out, State aid appropriations for public libraries in 1957 were approximately $5.4 million. In 1974 they were $81.7 million.[6]

As changes in the State role were taking place, LSA/LSCA Title I was also evolving in new directions. When in 1964 the legislation came up for renewal a second time, the Act was amended to increase assistance to all areas, urban and rural, without public library services or with inadequate services, and to provide funds for construction (Title II). The amended Act was renamed the Library Services and Construction Act. Subsequent revisions to LSCA added new priority areas responding to the perceived needs of the times. The 1966 renewal added Title III, Interlibrary Cooperation, and Title IV, Specialized State Services for handicapped persons and persons in institutions. In 1970 the Act was essentially consolidated, with Title IV priorities (persons in institutions and blind and physically handicapped persons) subsumed under Title I, and the disadvantaged added to the target populations. In addition, priorities were established for strengthening State Library Agencies and metropolitan resource libraries. Table 2.2 provides a brief chronology of changes to LSA/LSCA.

TABLE 2.2: THE LIBRARY SERVICES AND CONSTRUCTION ACT

June 1956:	Public Law 84-597. Library Services Act (public library services for rural areas only).
August 1956:	Public Law 84-896. Organic Act, added Guam to the list of Territories.
August 1960:	Public Law 86-679. LSA extended for 5 years.
September 1962:	Public Law 87-688. Added American Samoa.
February 1964:	Public Law 88-269. Library Services and Construction Act (added urban areas and Title II, Construction) and extended program to District of Columbia.
July 1966:	Public Law 89-511. (Extended 5 years, added Title III, Interlibrary Cooperation and Title IVA (Institutions) and IVB (Physically Handicapped). Added also the Trust Territory of the Pacific Islands.)
November 1967:	Public Law 90-154. (Technical amendments, permitted acquisition of existing buildings for public library use as eligible expenditure under Title II.)
December 1970:	Public Law 91-600. Library Services and Construction Act. (Amendments of 1970 extend for 5 years, consolidate Titles I, IVA and IVB, emphasizes services to low-income families, provides for strengthening State library administrative agencies and metropolitan libraries which serve as national or regional resource centers; removes matching requirements for interlibrary cooperation, Title III; and streamlines State Plan procedures.)
May 1973:	Public Law 93-29. Library Services and Construction Act amended by the "Older Americans Comprehensive Services Amendments of 1973" to add a new Title IV, entitled "Older Readers Services". (This title has never been funded.)
October 1973:	Public Law 93-133. Library Services and Construction Act amended by the "National Foundation on the Arts and the Humanities Amendments of 1973" to enlarge the definition of "public library" to include research libraries meeting specific criteria.

TABLE 2.2: (Continued)

August 1974:	Public Law 93-380: Library Services and Construction Act amended by the "Education Amendments of 1974" to add program priority for service to areas of high concentrations of persons of limited English-speaking ability.
October 1977:	Public Law 95-123. Library Services and Construction Act amended to extend the program through 1982, and requires that: (1) Federal funds spent for administration must now be matched with State or other non-Federal funds, (2) the base year for meeting maintenance of effort requirements for services for handicapped and institutionalized persons be changed from FY 1971 to the second preceding fiscal year, and (3) additional emphasis be placed on strengthening major urban resource libraries.

These renewals were taking place within the context of the late 1960's and early 1970's, when Federal involvement in libraries, education, and other social services was expanding rapidly. Following amendment of the Library Services and Construction Act in 1964, Congress passed two laws that provided funding for school and academic libraries. Title II of the Elementary and Secondary Education Act of 1965 authorized a five-year program of grants to States to assist school libraries. The Higher Education Act of 1965 contained three library related programs: Title II-A, funds for acquisition of books, periodicals and other materials for college and university libraries; Title II-B, library training and research; and Title II-C, a centralized cataloging and acquisition program under the direction of the Library of Congress.

The Nixon administration, in the early 1970's attempted several times to consolidate and reduce Federal appropriations for education, and for public library development as well. It succeeded in impounding funds appropriated for LSCA I in Fiscal Year 1973, which were subsequently released in Fiscal Year 1974; in holding appropriations down to 1960's levels; and in establishing a real sense of impermanence among librarians regarding Federal funds for public library development. This sense of the impermanence of Federal funds has not faded. However, consolidation of Federal funding for libraries has not been achieved and funding has grown slowly but consistently in the late 1970's.

The early 1970's also evidenced some criticisms of this small but politically well-supported program. One criticism raised during the early period of LSCA Title I (up to the mid-70's) was that an inordinate proportion of LSCA Title I funds were expended at the state level rather than at the regional and local levels.[7] In 1974 a General Accounting Office report was critical of the use of LSCA Title I funds in Michigan and Ohio for "statewide" services.[8] DeProspo leveled a more general criticism of the lack of Federal direction and consequent lack of control at the State level as resulting in "a series of indescriminate decisions, most notably in the disbursement of limited resources to the regional and local public library systems without provision for feedback mechanisms."[9]

One of the reasons that LSCA Title I has received widespread political support is its flexibility. A critical aspect of the LSCA Title I Program is that, in some respects, it operates like a block grant program.[10] It specifies a wide range of areas appropriate for use of funds and it gives wide discretion to the States to determine needs and to formulate programs. The role of the State Agency is emphasized in translating Federal priorities into actual programs of service. This flexibility may be one of the strengths of the legislation in that it allows the State to provide programs to suit individual needs. It also has disadvantages, one of which is determining criteria for accountability with regard to the areas of emphasis in the legislation.

2.3: Structure and Funding of Public Libraries

LSCA Title I embodies a Federal policy to assist State efforts to extend and improve public library services. With very few exceptions, the local public library, groupings of public libraries into regional or other cooperative structures, and the State Library Administrative Agency are the primary instruments of that policy. When this Federal policy is examined in terms of its dollar value (less than five percent of total public library expenditures--in Fiscal Year 1977 it was 4.1 percent), it is apparent that the burden of public library costs are borne by local and State revenue sources. Some of the characteristics of State Agencies and public libraries are described below.

Each of the States and Territories have a State Agency responsible for a variety of functions including administration of the LSCA Program, administration of other Federal library programs (ESEA IV-B, or National Library Services for the Blind and Physically Handicapped), administration of State aid programs, provision of services to the public, provision of services to public libraries, and provision of library services to other State Agencies. In 1980, 20 State Agencies functioned as independent boards or commissions, 21 operated within State Departments of Education, and the remaining 11 operated within other State Agencies (e.g., Department of State, Department of Cultural Resources). In 1977, the State Agencies ranged in size from 430 persons to 11 persons. State Agencies with larger staffs are more likely to provide direct services than small State Agencies. On the average, 11 percent of State Agency staff members are engaged in library development activities while the remaining 89 percent are engaged in library operations. However, State Agencies vary considerably in the use of staff members for library development from a low of less than one percent to a high of 45 percent. Based on estimates published by the Association of Specialized and Cooperative Library Agencies of the American Library Association, a total of $75.73 million or a State average of $1.55 million in State funds was appropriated in Fiscal Year 1979 for the operation of these Agencies.[11/] Again, operational costs vary widely from less than $300,000 to amounts in excess of $5 million. This same source reported that State Agencies administered a total of $296.87 million or a State average of $6.06 million in State aid, operational, Federal, and other funds during Fiscal Year 1979. This figure varies from less than $600,000 to more than $20 million. In the five State Agencies administering less than $1 million per year, LSCA Title I funds represent nearly one half of the funds available to the Agency.

State aid for public libraries administered by State Agencies has grown considerably since 1965, when a total of $21.65 million was made available by State legislators for distribution to qualifying public libraries. By 1979 that amount had increased to $118.14 million or an increase of 545 percent as compared to a 230 percent increase for LSCA Title I over the same period. Currently 41 States have State aid programs, the average age of which is 20 years.

Depending on the source used, there are between 8,300 and 8,500 public libraries in the United States. The National Center for Education Statistics estimated that in 1974 there were over 89,000 public library service outlets, including the 8,300 central libraries, 5,852 branch libraries, 66,276 bookmobiles and bookmobile stops, and 8,700 other outlets. Among the major or central libraries, NCES estimated that 334 served 100,000 or more persons. Moreover, it was estimated that 611 public libraries operate within Standard Metropolitan Statistical Areas (SMSAs); the remaining 5,417 public libraries operated outside SMSAs. This source further estimated that some 407 million separate print and nonprint materials were held by these libraries. It was further estimated that 5.4 million interlibrary loan transactions took place in 1974.

Table 2.3 provides a State by State summary of expenditures of State and local revenues and the per capita expenditure for public library services. As can be seen, $1.28 billion were expended in Fiscal Year 1977, representing a national per capita expenditure of $5.91. State level expenditures accounted for 7.6 percent of the total. Table 2.4 summarizes the level of local revenue expenditures for public libraries. As this table indicates, the vast majority, 86.0 percent of all local revenues are expended in SMSAs by public libraries located in urban and suburban areas.

If the amount of Federal funds in relation to State funds is any measure of influence, it must be noted that the State influence has been growing at a faster rate than the Federal and currently overshadows the Federal contribution.

TABLE 2.3: FEDERAL FISCAL YEAR 1977 (1976-1977) EXPENDITURES IN THOUSANDS OF DOLLARS FOR PUBLIC LIBRARY SERVICES (a)

STATE	STATE AND LOCAL GOVERNMENT TOTAL	STATE GOVERNMENT TOTAL	LOCAL GOVERNMENT TOTAL	PER CAPITA DOLLAR EXPENDITURE
Total United States	$1,278,890	$96,939	$1,181,951	$ 5.91
Alabama	11,263	1,954	9,309	3.05
Alaska	11,816	1,858	9,958	28.61
Arizona	16,114	1,091	15,023	6.99
Arkansas	4,664	712	3,952	2.17
California	186,667	3,851	182,816	8.53
Colorado	17,178	639	16,539	6.54
Connecticut	25,111	3,069	22,042	8.08
Delaware	2,290	464	1,826	3.93
District of Columbia	9,367	--	9,367	13.67
Florida	36,703	7,181	35,522	4.34
Georgia	13,419	1,342	12,077	2.66
Hawaii	7,910	7,910	--	8.88
Idaho	6,317	673	5,644	7.38
Illinois	83,716	7,473	76,243	7.46
Indiana	33,903	2,935	30,968	6.34
Iowa	13,313	1,956	11,357	4.61
Kansas	8,259	560	7,699	3.56
Kentucky	12,658	5,184	7,474	3.65
Louisiana	17,990	1,516	16,474	4.58
Maine	4,163	1,265	2,898	3.84
Maryland	38,373	1,223	37,150	9.28
Massachusetts	54,243	1,647	52,596	9.39
Michigan	44,484	2,580	41,904	4.86
Minnesota	26,893	632	26,261	6.76
Mississippi	10,293	1,205	9,088	4.31
Missouri	26,458	192	26,266	5.49

TABLE 2.3: FEDERAL FISCAL YEAR 1977 (1976-1977) EXPENDITURES IN THOUSANDS OF DOLLARS FOR PUBLIC LIBRARY SERVICES (CONTINUED) (a)

STATE	STATE AND LOCAL GOVERNMENT TOTAL	STATE GOVERNMENT TOTAL	LOCAL GOVERNMENT TOTAL	PER CAPITA DOLLAR EXPENDITURE
Montana	$ 5,097	$ 513	$ 4,584	$6.65
Nebraska	7,222	986	6,236	4.64
Nevada	6,216	625	5,591	9.76
New Hampshire	3,982	888	3,094	4.68
New Jersey	53,610	2,560	51,050	7.31
New Mexico	4,774	1,207	3,567	3.99
New York	128,028	3,708	124,320	7.14
North Carolina	23,266	2,161	21,105	4.22
North Dakota	2,119	456	1,663	3.26
Ohio	53,101	2,288	50,813	4.96
Oklahoma	8,358	1,493	6,865	2.97
Oregon	13,016	1,491	11,525	5.46
Pennsylvania	44,560	2,382	42,178	3.78
Rhode Island	4,913	720	4,193	5.24
South Carolina	9,498	769	8,729	3.30
South Dakota	3,432	855	2,577	4.99
Tennessee	13,732	1,211	12,512	3.20
Texas	57,211	2,648	54,563	4.47
Utah	8,935	1,854	7,081	7.04
Vermont	1,703	811	892	3.53
Virginia	28,390	2,556	25,834	5.57
Washington	30,798	5,376	25,422	8.37
West Virginia	8,808	4,362	4,446	4.75
Wisconsin	31,529	1,424	30,105	6.79
Wyoming	3,036	483	2,553	7.48

(a)Source: United States Bureau of the Census: 1977 Census of Governments: Governmental Finances (Volume 4), (Compendium of Government Finances); Table 49.

TABLE 2.4: FEDERAL FISCAL YEAR 1977 (1976-1977) LOCAL GOVERNMENT EXPENDITURES FOR PUBLIC LIBRARY SERVICES BY STATE (a)

STATE	AMOUNT EXPENDED (IN THOUSANDS OF DOLLARS)	PERCENT EXPENDED IN SMSAS	PERCENT EXPENDED IN COUNTIES	PERCENT EXPENDED IN MUNICIPALITIES	PERCENT EXPENDED IN TOWNSHIPS	PERCENT EXPENDED IN SPECIAL SCHOOL DISTRICTS
Total United States	$1,181,951	86.0%	27.7%	55.5%	5.8%	11.0%
Alabama	9,309	84.1	25.8	74.2	--	--
Alaska	9,958	44.7	29.2	70.8	--	--
Arizona	15,023	88.7	10.4	89.6	--	--
Arkansas	3,952	53.9	62.7	37.3	--	--
California	182,816	94.5	44.0	53.8	--	2.2
Colorado	16,539	89.5	38.7	61.3	--	--
Connecticut	22,042	95.0	--	49.7	50.3	--
Delaware	1,826	80.7	91.8	8.2	--	--
District of Columbia	9,367	100.0	--	100.0	--	--
Florida	35,522	87.3	57.9	41.7	--	0.4
Georgia	12,077	78.3	42.5	57.5	--	--
Hawaii	--	--	--	--	--	--
Idaho	5,644	14.9	1.1	69.9	--	29.0
Illinois	76,243	95.3	0.1	80.1	0.8	19.0
Indiana	30,968	76.9	0.3	0.4	0.2	99.1
Iowa	11,357	56.4	9.5	87.2	--	3.3
Kansas	7,699	46.8	23.8	53.8	--	22.4
Kentucky	7,474	64.1	10.0	51.0	--	39.0
Louisiana	16,474	57.1	77.1	22.9	--	--
Maine	2,898	47.5	1.2	65.9	32.9	--
Maryland	37,150	92.3	74.0	26.0	--	--
Massachusetts	52,596	91.6	--	58.7	41.3	--
Michigan	41,904	89.1	29.7	69.1	1.3	--
Minnesota	26,261	82.5	46.5	53.5	--	--
Mississippi	9,088	44.9	48.4	51.6	--	--
Missouri	26,266	73.9	4.2	32.9	--	62.9

TABLE 2.4: FEDERAL FISCAL YEAR 1977 (1976-1977) LOCAL GOVERNMENT EXPENDITURES FOR PUBLIC LIBRARY SERVICES BY STATE (CONTINUED) (a)

STATE	AMOUNT EXPENDED (IN THOUSANDS OF DOLLARS)	PERCENT EXPENDED IN SMSAS	PERCENT EXPENDED IN COUNTIES	PERCENT EXPENDED IN MUNICIPALITIES	PERCENT EXPENDED IN TOWNSHIPS	PERCENT EXPENDED IN SPECIAL SCHOOL DISTRICTS
Montana	$ 4,584	25.8%	50.7%	49.3%	--	--
Nebraska	6,236	62.1	6.7	93.3	--	--
Nevada	5,591	84.4	59.1	15.2	--	25.7%
New Hampshire	3,094	48.7	--	69.8	30.2%	--
New Jersey	51,050	97.0	15.6	55.9	28.5	--
New Mexico	3,567	37.7	11.0	89.0	--	--
New York	124,320	96.8	18.8	73.4	7.8	--
North Carolina	21,105	62.3	77.7	22.3	--	--
North Dakota	1,663	25.8	24.6	75.4	--	--
Ohio	50,813	92.4	3.4	10.2	--	86.5
Oklahoma	6,865	67.8	67.3	32.7	--	--
Oregon	11,525	62.1	64.6	35.4	--	--
Pennsylvania	42,178	94.0	25.6	59.0	15.4	--
Rhode Island	4,193	92.0	--	66.7	33.3	--
South Carolina	8,729	58.1	99.3	0.7	--	--
South Dakota	2,577	23.6	13.0	87.0	--	--
Tennessee	12,512	89.4	21.6	78.4	--	--
Texas	54,563	92.9	13.1	86.9	--	--
Utah	7,081	93.2	62.1	37.9	--	--
Vermont	892	--	0.1	45.9	54.0	--
Virginia	25,834	87.8	57.5	42.5	--	--
Washington	25,422	76.8	0.1	53.7	--	46.2
West Virginia	4,446	66.8	77.5	22.5	--	--
Wisconsin	30,105	76.5	15.0	84.7	0.2	--
Wyoming	2,553	--	99.0	1.0	--	--

(a)Source: United States Bureau of the Census: 1977 Census of Governments: Governmental Finances (Volume 4), (Compendium of Government Finances); Table 49.

2.4: The Federal Role

The current "Federal role" in supporting public library service is by no means singular in purpose or method. The Federal government assumes a number of roles in library service. It operates libraries, provides centralized services to other libraries, and operates numerous information clearinghouses. The National Commission on Libraries and Information Science is engaged in planning activities. The Department of Education administers a variety of categorical and discretionary grant programs intended to assist library development. For the most part, these activities are not coordinated. No one agency acts, for example, as a national library with coordinating control over all Federal aid to libraries. Instead, the numerous autonomous agencies and libraries tend to be closely aligned with the specific constituency they serve.

The definition of a proper Federal role in public library service is the subject of considerable debate. Perceptions of the proper Federal role range from substantial on-going support for public library operations to limited investments in technology or resource sharing projects, to no involvement at all. In 1975, Genevieve Casey identified six questions about the Federal role that are still relevant. First, does the Federal government have a continuing role in support of local and State libraries? Assuming it does, what is the fair Federal share? Should Federal money be aimed at demonstration or ongoing support? If there is a Federal role what priorities should be set at the national level? Should the distribution of Federal funds be categorical or block grants? Should Federal funds be channelled through State library agencies?[12]

Recent legislative considerations indicate that these questions are currently being posed. Recently proposed legislation would, in many respects, subsume the direction of Title I. In 1979, Senator Javits introduced the "National Library Act" (S. 1124), a bill suggesting a shift in emphasis from short-term "demonstration" categorical programs to a more substantial support for general public library operation. It also calls for funding services for adult literacy training, job information centers, career counseling in high unemployment areas, English language instruction, for service to handicapped persons, educationally and economically disadvantaged persons and persons in hospitals and other institutions, and for special and technical services for business, scientific or other special groups. In 1980, Senator Javits introduced the "National Library and Information Services Act" (S. 2859) which incorporates much of the language of S. 1124

The role of the Federal government in supporting public library development is diverse. However, it seems clear that this diversity is challenged by the most recent trends in government toward renewed direction, fiscal conservatism, consolidation of legislation and consolidation or refocusing of administration.

Footnotes

[1] P.L. 91-600, (20 U.S.C. 351), as amended.

[2] *Ibid*.

[3] P.L. 91-600, (20 U.S.C. 351), as amended.

[4] James W. Fry, "LSA and LSCA, 1956-1973: A Legislative History," *Library Trends*, Vol. 24, Champaign, Il, University of Illinois, July 1975.

[5] Beasley, Kenneth E. "The Changing Role of the State Library," Melvin J. Voight, ed. *Advances in Librarianship*, Vol. 2, New York, Seminar Press, 1971, pp. 197-98.

[6] Shubert, Joseph, "The Impact of the Federal Library Services and Construction Act," *Library Trends*, Vol. 24, Champaign, Il, University of Illinois, July 1975.

[7] Shubert, op.cit., p. 35-36.

[8] *Ibid*.

[9] DeProspo, Ernest R., Jr., "Federal Funds in Governance of Local Library Institutions: A Reappraisal" *Library Trends*, Vol. 26, Champaign, Il, University of Illinois, April 1978, p. 201.

[10] Advisory Commission on Intergovernmental Relations, *Block Grants, A Comparative Analysis*, ACIR, Washington, D.C., October, 1977, p. 6.

[11] This estimate is based on data reported by 48 of the 50 states. Data was not reported for the District of Columbia and the Commonwealth of Puerto Rico.

[12] Casey, Genevieve, "Introduction To Federal Aid To Libraries: Its History, Impact and Future," *Library Trends*, Vol 28, Champaign, IL, University of Illinois, April 1975.

3

STUDY METHODOLOGY

The evaluation of the operations and effects of the LSCA Title I Program required the development of appropriate research strategies and data collection procedures. This chapter describes the research methods of the study, concentrating on central elements of the study design and identifying important measurement issues which were addressed and incorporated into the final research procedures.

3.1: Study Design

The study was designed to address research questions related to the four basic study objectives identified in Chapter 1. These objectives focus on the use of LSCA Title I funds, factors affecting the use of Title I funds, the effects of LSCA Title I on the organization and service of public libraries, and the effect of LSCA Title I on the coverage, accessibility, and adequacy of public library service.

A series of research questions were used to guide analysis of the use of LSCA Title I funds including: First, how have LSCA Title I funds been used by States and LSCA projects? Second, how does the use of LSCA Title I funds compare with the use of related State and/or local funds? Third, have the uses of LSCA Title I funds changed over the recent history of the Program? Within each of these questions emphasis was given to examining expenditures of LSCA Title I funds on projects targeted toward the special need populations identified in the Act. Also examined were data relating to the use of Title I funds to support short-term demonstration projects as opposed to long-term library operations and services. At the LSCA project level, questions addressed the specific services provided with LSCA Title I support.

Two general research questions guided the identification and assessment of factors affecting the use of LSCA Title I funds. The first dealt with State level factors affecting how states use LSCA Title I funds: what characteristics of States (e.g., demographic variables) and of the library organizations in those States influence expenditures of LSCA Title I funds? For example, how does the presence or absence of a State aid program for libraries affect State expenditures of LSCA Title I funds? The second question focused on the identification of factors affecting the types of services LSCA projects provide with their Title I funds: do characteristics of LSCA projects influence the types of services they provide with Federal funds?

To address the objective of determining the effects of LSCA Title I on the organization and service of public libraries, a series of research questions were developed. First, to what extent have LSCA Title I funds been used in public libraries to initiate new library services in response to the priorities of the Act? Second, have LSCA Title I funds been used to alter library service delivery, e.g., to establish regional systems and cooperatives? Third, what new services and benefits have public libraries and their patrons realized as a result of the LSCA Title I Program? The answers to these questions provide useful and important information on the changes attributed to LSCA Title I and on the effectiveness of the LSCA Program as a stimulus to changes in library service and organization.

Finally, a number of questions were developed to determine how LSCA Title I has affected coverage, accessibility, and adequacy. For instance, have LSCA Title I funds been used to establish new libraries in previously unserved areas? Have LSCA Title I funds been used to provide library service to such nontraditional users as the limited English-speaking or residents of State institutions? Answers to these and similar questions provide important information on the extent to which the LSCA Title I program has been successful in meeting its most basic goals.

To address these research questions, data were gathered from the following sources: (1) the universe of State Library Administrative Agencies; (2) Chairpersons of each State's Advisory Council on Libraries; (3) State legislative staff members having oversight responsibility for State public library programs; (4) a sample of library projects reported as receiving LSCA Title I support during Federal Fiscal Year 1978; and (5) a sample of public libraries.

The study design summarized here is based on a thorough review of literature and of data available from associated organizations and government agencies (e.g., National Commission on Library and Information Sciences, the American Library Association, and the Office of Libraries and Learning Technology). These efforts revealed that the research objectives could not be adequately addressed using secondary data. However, where data pertaining to a particular question or issue were available, such information was not requested from the individuals being interviewed, thus minimizing respondent burden.

Measurement Issues

The results of this evaluation have been influenced and shaped by a variety of factors that relate directly to the need to measure Program effects and change. Certain of these factors are characteristic of the LSCA Title I Program, others of the library community. Collectively they place certain limits upon the evaluation.

During the period LSCA Title I has been in operation, since 1956, significant changes have occurred in the ways public library services are delivered. A considerable shift has taken place away from regarding public library services as a wholly local concern toward a statewide and even national concern. However, only recently has any meaningful attempt been made to examine comprehensively the effects and impacts of the LSCA Title I Program. Consequently, the historical reach an evaluation effort can make is limited. This study has attempted to examine Program effects directly as far back as 1965 and has made limited use of other sources of data that extend back to the beginning of the Program. Yet, confidence in pre-1970 retrospective measures is limited for two reasons. First, institutional recollection is only as good as staff longevity. Second, not until 1967 did the Federal government undertake any significant effort to collect and maintain detailed program information. Also, summary statistics for the pre-1960 period often are not comparable with current information needs. One real manifestation of this problem is that many significant Program-induced changes may have occurred prior to 1965 when LSCA Title I funds represented a larger support source of efforts to develop public library services. Although extensive efforts were made to collect as much information as possible for this early period, it is likely that this study underestimates Program effects during the Program's early history.

A second related factor is that LSCA Title I represents but about five percent of the total national outlay of funds for public library services. If LSCA Title I were a major funding source, it could be realistically ascribed as the cause of change. Because it is not, and because these funds are often mixed with State and local funds, it becomes very difficult empirically to isolate the true or unique effect(s) of the program. Indeed it is reasonable to assume that the Federal and State funds complement one another. As a partial way of circumventing this limitation, extensive efforts were taken to develop and carry out a mail survey of public libraries designed to estimate more accurately the extent to which LSCA Title I was actually used to initiate changes consistent with the priorities of the Act. Another step was to collect fiscal data that included State and Federally funded activity undertaken in response to the Act rather than focusing solely on the Federal funds. For this reason, one criterion used to select the LSCA Title I Program sample was the total project funding level.

The measurement of the effects of public library services upon users presents a third limitation confronted by this study. With very few exceptions, public libraries concentrate most data gathering efforts on inputs of resources and the movement of materials entrusted to their care. Very little attention has been given to the need to monitor the interaction between the client and the public library. Most libraries can provide detailed information about the number of times a given book has circulated, but few can tell how many times a client uses the library or the nature of each use. A major reason for this is that libraries traditionally stress the importance of providing freedom of intellectual access--and gathering information on users is construed to be an infringement on that access. Moreover, the collection of this information can be difficult. There is also much debate on what activity or set of activities constitute use. Further, libraries traditionally assume a passive role relative to the client: they collect and maintain resources and provide services upon request. This is not to suggest that a more aggressive client-oriented outlook is absent. Increasingly, public libraries are reaching out beyond the traditional physical confines of the library building, something that LSCA Title I has evidently facilitated (see Chapter 6). However, the net effect of these library-related factors upon this evaluation is that it has not utilized existing data collection systems as a source of reliable impact data. Nor has it been possible to develop and utilize specialized measures of client effects in the absence of a clearly defined relationship between the public library and the user. Because of this, the study has had to rely heavily upon measures of institutional changes and professional perceptions of effects upon users in each of the three survey efforts. While this approach is not void of problems (e.g., the Hawthorne effect and politically motivated responses), it offers the most effective method for gathering information on a multiplicity of uses of LSCA Title I funds and the effects of the Title I Program in serving not only special populations but the general public as well. Had the study followed a more traditional approach and surveyed the user population, its findings in all probability would not have accurately reflected the operating reality of the Program now and in the past.

A fourth constraint conditioning the evaluation is the fact that the States have responded to the legislation in highly varied ways. The legislation is specific in assuming a posture of noninterference in the usage of funds ("... uses of the funds provided under this Act shall be reserved to the States and their local subdivisions." Section 2(b)--Declaration of Policy). As a consequence of this feature, each State can and often does respond to the objectives and priorities of the Act in differing and unique ways. Furthermore, variations appear in the manner in which the Program is administered by the States. Also, the States entered into the Program having unique contextual and structural attributes that often dictate the limits within which Federal funds will be used. This effectively prohibits the use of a single set of outcome measures. Because of the importance of these various "external" or contextual factors, extensive attention was given to the task of identifying the most salient factors and examining their influences in the explanation of variations in Program outcomes. In addition, considerable effort was given to examination of contextual factors that might appropriately define the developmental status of the States and the relationship of this status to the use and role of Federal funds. Most importantly, this constraint necessitates a focusing of the study upon the priorities of the Act and the State's response to those priorities.

Finally, the measurement of the adequacy of public library services presented a unique and potentially significant limitation on this evaluation effort. Adequacy represents an ideal or standard (or set of standards) against which performance can be compared. When applied to public library services, however, the standards are built upon inputs—levels of funding, size of collections, size of staff, and physical plant characteristics--rather than outputs that focus on levels of services and other client related measures. Because of this, adequacy and its measurement is directly related to the measure of effects discussed above. That is, appropriate, comparable measures are not available. Moreover, because existing indicators of adequacy are based on fiscal characteristics, they are subject to the influence of monetary inflation, and must change. This fact alone effectively negates cross time comparisons intended to detect changes. Lastly, the Act requires the States to set standards applicable to the needs of each State and to utilize these standards in the distribution of LSCA Title I funds. Progress in this area is uneven. At least one State had not established standards eight years after amendments to the Act first required it. Also, these standards tend to be based on inputs rather than outputs and vary from State to State both in their nature and their applications. The end result is that while the Act specifically cites improved adequacy as a goal or objective, measures of response to the goal cannot be obtained directly nor do those measures have any direct bearing upon the service oriented expectations of the Act.

In sum, this study should not be regarded as providing a definitive assessment of the current status of public libraries. It focuses directly upon the LSCA Title I Program. Nor does this study provide a detailed accounting of how the Program has affected the lives of individuals. Instead, it documents many of the changes in public libraries since 1956 and discusses the role of LSCA Title I in those changes.

3.2: Sampling Designs

State Library Administrative Agencies. Because the Program under study allows for maximum discretion at the State level, and because of the diverse ways in which States have responded to the priorities of LSCA Title I, the universe of 52 State Library Administrative Agencies was surveyed. The diversity of State LSCA Title I Programs and the variations in organization of State Library Agencies and statewide service delivery, coupled with the unique State characteristics (e.g., population composition and density) that affect library service, indicated that a sampling would not adequately capture these distinctions.

The universe of State Library Agencies includes the 50 States, the District of Columbia, and Puerto Rico, but excludes the outlying territories (Guam, Northern Marianas, Marianas, and American Samoa).1/ The elements of this universe were identified using USOE program records and were verified using the "Directory of State Library Agencies, Special Consultants and Related Organizations" compiled by the Association of Specialized and Cooperative Library Associations of the American Library Association.

Each State Agency visit lasted two days, during which interviews were conducted with the Chief State Library Administrative Officer, the LSCA Title I Coordinator, and two senior State Agency staff members. The Chief State Library Administrative Officer was the individual having administrative authority over State library program development and implementation of the LSCA Title I program in the State. The LSCA Title I Coordinator was the senior level official having management responsibility for projects funded with LSCA Title I money on a daily basis. The two senior staff members were either consultants, Assistant and/or Deputy State Librarians, division heads, or fiscal officers. These persons were included because of their close proximity to the day-to-day operations of the State Agencies and LSCA Title I programs. They were identified through entrance interviews with the Chief State Library Officer and the LSCA Title I Coordinator. Altogether, a total of 198 interviews were completed.

In addition to these individual interviews, information was gathered on project expenditures of LSCA Title I funds and State and local funds during Federal Fiscal Years 1975 and 1978. Along with fiscal data on each 1975 and 1978 LSCA project, data were collected on the primary beneficiary of each project (e.g., general public, blind and physically handicapped perons), the primary output of the project (e.g., staff salaries and materials), and other project specific data.

Also during site visits to the State Agencies, interviews were conducted with the Chairpersons of the State Advisory Council on Libraries and staff members assigned to State Legislative committees or subcommittees having oversight for public library programs. Each State is required under the provisions of the Act to form a State Advisory Council on Libraries to advise the State Agency in policy matters. Current Chairpersons were identified through USOE program records and verified by the Chief State Library Officer. Legislative Staff were identified through discussions with the Chief State Library Officer. Interviews were completed with the Advisory Council Chairpersons in 50 of the 52 "States." Legislative Staff interviews were completed in 35 of the 52 "States."

LSCA Title I Projects. LSCA Title I projects are defined as public library-related services and activities for which LSCA Title I funds were expended during Fiscal Year 1978. A sample of 100 projects was selected through a stratified random sampling technique. The three variables used to stratify the sample were: (1) the administrative locus of the project, (2) the level at which the project was funded (LSCA Title I funds and other funds), and (3) the type of targeting that characterizes the project *vis-a-vis* the priorities of the Federal program. For a more detailed description of the sampling design, see Appendix 1.

Interviews were conducted at each LSCA project with the Project Director, Setting Director, project staff, and setting staff. These respondents were defined as follows:

(1) Project Director--the individual having day-to-day managerial responsibility for the technical and operational aspects of the project;

(2) Project Staff--those professionals assigned to the project to conduct the technical and/or operational aspects of the project;

(3) Setting Director—the individual having overall administrative responsibility for the agency that sponsors the LSCA Title I project (e.g., the director of a county of city public library); and

(4) Setting Staff—professionals employed on a full-time basis by the sponsoring agency, and are (a) recipients of the service (e.g., participate in a continuing education program), or (b) make use of, or are in a position to observe, the effects of the LSCA Title I project upon the library, its services , or its clients.

Selection of Project Directors and Setting Directors was accomplished as a direct result of the project sampling procedure. Project staff and setting staff were selected using probability methods in order to provide a nationally representative sample. A maximum of two project staff and four setting staff were interviewed at any one project. Interviews were completed with 43 Setting Directors,[2] 97 project staff and 195 setting staff.

Public Library Survey. A mail survey was designed and implemented to gather information on the use of LSCA Title I funds by public libraries, and to compare the services of public libraries receiving direct LSCA Title I funding with the services of libraries that have never received direct LSCA Title funding. For purposes of the survey, a public library was defined as a library that serves all residents of a given community, district, or region, without cost and receives its financial support, in whole or in part, from public funds. This definition includes tax-supported municipal, county, and regional public libraries, and privately controlled libraries that render general library service to a community without charge. By this definition, the public library universe included the city library with its branches, and county, multi-county, or regional libraries with outlets functioning as branches (excluding bookmobiles or other service outlets as distinct sampling elements).

A probability sample of public libraries was selected from the universe of all public libraries in the United States, utilizing universe data furnished by the National Center for Education Statistics. Two variables were used to stratify the sample—population size of service area and geographic region. The disproportional stratified sampling design was capable of providing national estimates as well as selected subpopulation estimates of public library services. For a more detailed account of the sampling design, see Appendix 1.

To ensure that nonresponse was minimal and well within accepted limits, the survey design incorporated multiple mail and telephone follow-up procedures. These procedures resulted in a response rate of 96.23 percent after adjusting for now defunct elements of the original universe file.

3.3: Data Collection Instruments

Each of the seven data collection instruments designed and utilized in this evaluative study of the LSCA Title I program was developed after carefully weighing the full range of information requirements and the ability of various respondents to provide useful data. The instruments and accompanying data collection procedures were designed to keep respondent burden to a reasonable level and to allow respondents flexibility in their answers. Each respondent was asked only the most appropriate questions based on the expected level of his or her expertise. Thus, in addition to close-ended or forced choice items, the questionnaires included a number of open-ended items permitting responses to be unconstrained by the researcher's and/or interviewer's perceptions. The data collection instruments are described in Appendix 1, and the following Table 3.1 summarizes the critical features of each.

All data collection instruments were subjected to extensive pretesting in six States, which were selected to maximize the variation in State characteristics (e.g., rural versus urban populations, population composition and regional distinctions), in State Agency organizational characteristics, and in the use of LSCA Title I funds (e.g., long-term projects versus short-term projects). Pretesting provided useful information on the feasibility of the instruments and the sample selection procedures, the validity of items as measures of desired phenomena, the organization of the forms, and the time required to administer the questionnaires and complete the interviews. These results were used to refine the design and data collection instruments and procedures, which were approved by the Office of Management and Budget.

3.4: Data Collection

During the Spring of 1980 five two-person interviewer teams, retained and trained by Applied Management Sciences specifically for the evaluation of LSCA Title I, visited the 52 States and completed the State Agency interviews. Project interviews were completed in those States where LSCA projects had been selected. A senior staff member from Applied Management Sciences accompanied the interviewer teams on their visits to the State Agencies. Senior staff members also visited a sample of the LSCA Title I projects to first, permit a continuous monitoring of the data collection activities and second, provide the opportunity for

TABLE 3.1: SUMMARY DESCRIPTION OF DATA COLLECTION INSTRUMENTS USED IN THE EVALUATION OF TITLE I OF THE LIBRARY SERVICES AND CONSTRUCTION ACT

INSTRUMENT NAME	RESPONDENTS	METHOD OF COMPLETION
1. State Library Administrative Agency Questionnaire	• Chief State Library Officer (selected items)	• In-person interview
	• LSCA Title I Coordinator (all items)	• In-person interview
	• Senior Agency Staff (selected items)	
2. Chairperson, State Advisory Council on Libraries	• Current Chairperson of each State's LSCA Advisory Council	• In-person or telephone
3. Legislative Staff Questionnaire	• Cognizant Legislative Staff	• In-person interview
4. LSCA Title I Project Director and Staff	• LSCA Title I Project Director	• In-person interview
	• LSCA Title I Project Staff	• In-person interview
5. LSCA Title I Project Setting Director and Staff Questionnaire	• Director of Public Library, State Institution or other project setting	• In-person interview
	• Professional Staff assigned to project setting	• In-person interview
6. Public Library Director Questionnaire	• Director of sampled public library	• Self report (mail survey)
7. LSCA Title I Project Data Sheets - FY 1975 and FY 1978	• State Library Administrative Agency Fiscal Officer	• Record review/interview

persons responsible for analyzing the data and preparing the final report to gain first-hand exposure to Program operations.

The survey of public libraries was conducted during the latter stages of the site visit activities. Initial and follow-up mailings were supported by extensive telephone follow-ups to obtain a high response rate. Project staff members under the supervision of senior staff edited returned questionnaires and telephone follow-up interviews. All data collection was completed during the summer of 1980.

3.5: Data Analysis Techniques

Following the data collection activities, all survey forms underwent intensive editing procedures by trained project staff members to minimize item nonresponse and to resolve any response ambiguities. These forms were then keypunched, verified, and entered onto a computer data base. Each set of data (e.g., State Agency, LSCA project, and public library survey) was then subjected to three stages of analysis outlined below.

First, univariate analyses were performed to address pertinent study objectives (e.g., the use of LSCA Title I funds by States and LSCA projects). Percentages, measures of central tendency, and measures of dispersion were examined to determine any underlying patterns in the data and to provide descriptions of the use of LSCA Title I funds. This initial step provided the foundation for subsequent data analyses.

The second stage involved a series of bivariate analyses. Variables were selected because of their relevance to key research questions posed during the design phase of the study and because of concerns arising from the preliminary univariate analyses. For example, in the public library survey, emphasis is on comparisons between library services offered by libraries receiving LSCA Title I funding and services of public libraries receiving no direct Title I funds. Percentages and means comparisons and contingency table analyses were made. Where sample data were used, appropriate tests (e.g., Chi-square tests and tests for differences in proportions) of significance were incorporated into the analyses.

The final stage of analyses involved examining the impact of multiple factors on the use of Title I funds and benefits derived from the LSCA Title I program. Multiple regression analysis procedures and multivariate contingency table techniques were utilized as the primary data analysis approaches. As part of this analysis effort, several summated scales were constructed as a data reduction procedure. Factor analysis techniques were employed in the construction of these scales.

Footnotes

[1] The outlying territories were not included because of the limited Federal assistance they receive.

[2] Setting director interviews were not completed at State Agency projects, nor were they conducted with directors of public libraries who also directed a LSCA Title I project selected for study.

4

USES OF LSCA TITLE I FUNDS

This chapter responds to questions on the use of LSCA Title I funds after distribution to the States. These questions include: What types of agencies receive LSCA Title I funds? How generally are these funds distributed, and how does the distribution modality relate to the structure and objectives of the LSCA Title I Program? Are the uses of LSCA Title I funds consistent with the emphases of LSCA Title I? What is purchased or supported with these funds? Have the patterns of usage changed significantly over time? How do these uses of LSCA Title I funds compare with the States' use of parallel funding sources including state agency operating funds and programs of State aid for public libraries?

To answer these questions, highly detailed information on the use of LSCA Title I, State and local funds was obtained from State Agencies for two recent Federal Fiscal Years. Overall:

- During Fiscal Year 1975, a total of $193.51 million in combined LSCA Title I, State, and some local funding was expended. Of this amount, $54.14 million (or 28%) was LSCA Title I funding. A total of 2,087 separate projects was supported with the combined LSCA Title I, State and local funds.
- During Fiscal Year 1978, a total of $234.56 million in combined LSCA Title I, State and some local funding was expended. Of this amount, $58.29 million (or 25%) was LSCA Title I funding. A total of 2,448 projects was supported with the combined LSCA Title I, State and local funds.

The State funds represent State Agency operating funds and public library State aid programs. Local funds represent those few projects where local public libraries were actually required by the State Agency to match LSCA Title I funds.

4.1: Methodological Considerations

The primary source of data used to prepare this chapter is an itemized inventory of all LSCA Title I projects for Federal Fiscal Years 1975 and 1978.

These data were collected from each of the State Library Administrative Agencies during site visits conducted by the evaluation staff. Every reasonable effort was made to develop a disaggregated inventory of each unique expenditure of LSCA Title I and collateral state and local funds during each of the two years. With few exceptions this activity initially centered on the body of reports submitted by each State Agency to the Office of Libraries and Learning Technologies (OLLT). Using these reports as a starting point, the most cognizant State Agency staff member (usually the fiscal officer and/or LSCA Title I Coordinator) was asked whether or not each individual report (project) represented a single or multiple expenditure of funds.

For each discretely funded activity, the following information was ascertained: presence, appropriation fiscal year(s) and amount of LSCA Title I funds; presence and amount of State and local real dollars; administering and operating agency type(s); primary beneficiary (with specific attention to the legislated priorities); first and second most major items (staff, materials) "purchased" with the funds; and purpose of the funding (demonstration grant, ongoing or long-term funding, formula grant). Involvement of State Agency staff in this process was critical. Simply, judgments about beneficiary groups and purpose of funding were made by State Agency personnel rather than evaluation staff members. Normally the opposite process might be considered a more desirable way to reduce bias. However, as the data clearly indicate, bias, if present, is in a conservative direction when contrasted with generally accepted views of the Program's purpose and operation (targeting to special need groups and reliance upon demonstration type projects).

These data differ somewhat in their level of precision from corresponding Federal records and reports. In the case of data reported here, projects represent a single, specific expenditure of funds rather than an aggregate of expenditures for some programmatic area (as in many Federal project reports). For example, a State may report a single project for library services to State-supported correctional facilities. The data presented herein identify each of the correctional facilities (e.g., State prisons, juvenile reformatories, and/or State Correction Agencies) receiving funds. This procedure allows for greater sensitivity to use of funds in one institution to start or demonstrate a new service as opposed to using of funds to purchase books for an existing prison library or for the long-term support of the librarian assigned to a training school. As a result of this approach, over 2,400 projects were identified for Fiscal Year 1978, whereas if Federal records had been relied upon, only approximately 900 projects would have been identified.

In a number of States, data were collected on projects that did not represent direct LSCA Title I Program expenditures. Instead they represented matching and maintenance of effort funds required under terms of the legislation. Listed in financial reports, these matching and maintenance of effort funds are either distributed across a variety of projects or treated as a single project, and they may represent the operating budgets of a single public library or of many local public libraries in the State. As such, these projects are clearly consistent with Federal matching requirements, but they are not representative of outcomes attributable to the use of LSCA Title I funds. For this reason, they are not included in the analysis of data. The resulting data base contains 4,574 individual projects representing the two Federal Fiscal Years, of which 4,535 have been included in tabulations. The fiscal information contained in the data base represents, for the most part, actual expenditures, although some States were only able to provide obligated dollar values.

Overall, only minor limitations impinge upon the utility and accuracy of this data set, but certain of them should be kept in mind. The quality of State level recordkeeping varied considerably from highly detailed and organized records to poorly detailed and unorganized records. A few States only used the Federal reporting forms as their principal recordkeeping system. Some minor problems existed with the availability of Fiscal Year 1975 project information. Technically, States are required to maintain records for three years; however, in a few States it was necessary to refer to summary reports or to retrieve records from archival storage.

In the sections that follow, two types of tabulations are presented. One represents LSCA Title I funds only, because LSCA Title I is the focus of interest. The second combines the LSCA Title I and State/local funds and is of equal importance since LSCA Title I does not work in isolation. First, Congress has stipulated that the States match the Federal share. Second, since many States treat LSCA Title I funds as one of a number of revenue sources, their collaterality of use must be inspected if a complete understanding of the use of LSCA Title I is to obtain.[2] Most tabulations provide a basis for contrasting Fiscal Years 1975 and 1978 uses of funds and, as a result, suggest certain shifts in use. Though the contrasting of only two years is not fully sufficient to support conclusions about trends in the use of LSCA Title I funds, current economic trends affecting public libraries suggest that patterns reported in this chapter typify current uses of these funds.

4.2: Major Users of LSCA Title I Funds

Agencies most likely to receive and use LSCA Title I funding are State Library Administrative Agencies, regional public libraries, and local public libraries. During Fiscal Year 1975, these three categories accounted for 92.9 percent of all LSCA Title I funds expended. In Fiscal Year 1978, that percentage decreased slightly to 90.1 percent. In both Fiscal Years, the remaining funds were expended by a variety of State institutions, library cooperatives and consortia, nonlibrary public agencies, universities, and professional organizations. Given the emphasis of the enabling legislation upon public libraries, this overall pattern of distribution is consistent with the expectations implicit in the law. More often than not, funds expended by agencies other than State Agencies or regional and local public libraries were in some way administered by the State Agency in a way that is consistent with the requirements of the Act.

Tables 4.1 and 4.2 provide a more detailed description of the distribution of funds and numbers of projects conducted by the variety of agencies expending LSCA Title I funds in Fiscal Years 1975 and 1978. In Fiscal Year 1975, local public libraries expended $23.4 million in LSCA Title I funds (43.3% of the total), making them the largest single spending agency during that year. The next two largest spenders were State Agencies ($15.7 million or 28.9%) and regional public libraries ($11.2 million or 20.7%). State institutions expended $1.8 million (3.3%). In Fiscal Year 1978, the overall pattern shifted significantly, with expenditures by public libraries decreasing to $20.53 million or 35.2% of the $58.29 million expended and State Agencies increasing their level of expenditures to $18.61 million (31.9% of the total). A concurrent, though modest. increase was apparent in the amount of funds expended by regional public libraries (20.7% of the total in Fiscal Year 1975 to 23% or $13.8 million in Fiscal Year 1978). Fiscal Year 1978 expenditures by State supported institutions remained virtually unchanged from the Fiscal Year 1975 figure. Direct grants to State supported institutions are, on the average, among the smallest made. Also, the number of direct grants to institutions (projects) dropped slightly, which is reflective of the steady increase in the the number of State Agency operated institutional library service projects since 1970 (see Chapter 7).

Other agencies expending LSCA Title I funds showed a small, but noteworthy, increase. Library networks and consortia, universities, professional associations, and private organizations grew considerably (100%) in the amount of LSCA Title I

TABLE 4.1: EXPENDITURES OF LSCA TITLE I FUNDS IN FISCAL YEAR 1975 AGENCY RECEIVING FUNDS TO OPERATE PROJECTS

TYPE OF AGENCY OPERATING PROJECT	LEVEL OF EXPENDITURE[a] (MILLIONS OF DOLLARS)	PERCENT OF TOTAL AMOUNT	NUMBER OF PROJECTS	PERCENT OF TOTAL PROJECTS	AVERAGE DOLLAR VALUE OF GRANT
Total, All Operating Agencies	$54.14	100.0%	2,087	100.0%	$26,091
State Library Administrative Agencies	15.65	28.9	277	13.3	56,840
Regional Public Libraries	11.22	20.7	405	19.4	27,815
Local Public Libraries	23.44	43.3	1,081	51.8	21,831
Multi-State Library Cooperatives	0.06	0.1	5	0.2	15,478
State Supported Correctional Facilities	1.16	2.1	106	5.1	10,964
State Supported Mental Health and Medical Facilities	0.65	1.2	119	5.7	5,537
Universities, Professional Associations, Corporations	0.54	1.0	38	1.8	14,631
Public and Multi-type Library Cooperatives and Consortia	0.60	1.1	15	0.7	39,123
Other Public Agencies (b)	0.81	1.5	41	2.0	19,554

(a) Figures are rounded off.

(b) Includes, special agencies for blind and/or physically handicapped persons, local government and education agencies, and other State Agencies (e.g., Department of Corrections).

TABLE 4.2: EXPENDITURES OF LSCA TITLE I FUNDS IN FISCAL YEAR 1978 BY AGENCY RECEIVING FUNDS TO OPERATE PROJECTS

TYPE OF AGENCY OPERATING PROJECT	LEVEL OF EXPENDITURE[a] (MILLIONS OF DOLLARS)	PERCENT OF TOTAL AMOUNT	NUMBER OF PROJECTS	PERCENT OF TOTAL PROJECTS	AVERAGE DOLLAR VALUE OF GRANT
Total, All Operating Agencies	$58.29	100.0%	2,448	100.0%	$23,812
State Library Administrative Agencies	18.61	31.9	389	15.9	47,833
Regional Public Libraries	13.38	23.0	436	17.8	30,689
Local Public Libraries	20.53	35.2	1,271	52.0	16,154
Multi-State Library Cooperatives	0.25	0.4	9	0.4	27,460
State Supported Correctional Facilities	1.09	1.9	94	3.8	11,615
State Supported Mental Health and Medical Facilities	0.75	1.3	103	4.2	7,280
Universities, Professional Associations, Corporations	1.30	2.2	64	2.6	20,342
Public and Multi-type Library Cooperatives and Consortia	1.30	2.2	25	1.0	51,951
Other Public Agencies (b)	1.08	1.9	57	2.3	19,010

(a) Figures are rounded off.

(b) Includes, special agencies for blind and/or physically handicapped persons, local government and education agencies, and other State Agencies (e.g., Department of Corrections).

funds expended (each increased from less than $600,000 in Fiscal Year 1975 to $1,300,000 in Fiscal Year 1978). This pattern is consistent with information obtained as a result of visits to a sample of Fiscal Year 1978 LSCA Title I projects as well as information collected from State Agencies regarding trends in significant uses of LSCA Title I funds. Not only are these agencies expending a larger share of LSCA Title I funds, an increase in the number of such projects (53 during Fiscal Year 1975, 89 during Fiscal Year 1978) has been evident. Also important is the fact that the average per project expenditure has increased substantially (from $39,000 in Fiscal Year 1975 to $52,000 in Fiscal Year 1978).

4.3: Use of LSCA Title I and Responsiveness to Legislative Priorities

Title I of the Library Services and Construction Act identifies a variety of desired outcomes or priorities. Implicit is the expectation that the States will utilize funds received under the Act to respond to these priorities, which have accumulated over the history of the Act and now include: areas without services or with inadequate service; low income persons in urban and rural areas; limited English-speaking persons; residents of State institutions; physically handicapped persons; strengthening metropolitan libraries serving as resource centers; and strengthening State Library Administrative Agencies. Clearly, State use of LSCA Title I funds in response to these priorities constitutes an important indicator of the degree to which the many intents of the law are being realized.[3]

The distribution of expenditures of LSCA Title I funds in response to the legislative priorities for Fiscal Year 1975 and 1978 are summarized in Tables 4.3 and 4.4. The most important point indicated by the data in these two tables is that a very high share of LSCA Title I funds have been targeted toward the general public (as used here, a target population made up primarily of persons required to overcome a social, economic, cultural, and/or physiological barrier(s) to make use of a public library). While the general public may include disadvantaged or handicapped persons, the majority of potential/actual users have no such significant restriction or barrier. While the general public may be cited as the primary beneficiary, what in fact may be occurring are efforts to improve or supplement the overall adequacy of public library services in a State. Often this takes the form of demonstration and/or support of cooperative efforts by many public libraries or through centralized services or support services. However, the fact remains that during Fiscal Year 1975, $22.33 million, or 41.2 percent of total

TABLE 4.3: EXPENDITURES OF LSCA TITLE I FUNDS IN FISCAL YEAR 1975 BY PRIMARY BENEFICIARY (TARGET) GROUP

PRIMARY BENEFICIARY GROUP	LEVEL OF EXPENDITURE[a] (MILLIONS OF DOLLARS)	PERCENT OF TOTAL AMOUNT	NUMBER OF PROJECTS	PERCENT OF TOTAL PROJECTS	AVERAGE DOLLAR VALUE OF GRANT
Total All Projects	$54.14	100.0%	2,087	100.0%	26,091
Urban Disadvantaged	3.29	6.1	88	4.2	37,351
Rural Disadvantaged	3.43	6.3	236	11.3	14,548
Urban and Rural Disadvantaged	0.22	4.0	7	0.3	31,288
Blind and Physically Handicapped Persons	3.17	5.9	131	6.3	24,212
Limited English-Speaking Persons	1.42	2.6	38	1.8	37,357
Native Americans	.11	0.2	14	0.7	8,115
Residents of State Supported Institutions	3.35	6.2	302	14.5	11,110
Special Target Groups	4.99	9.2	211	10.1	23,663
Strengthening State Library Administrative Agencies	4.33	8.0	63	3.0	68,711
Strengthening Metropolitan Public Libraries	1.72	3.2	13	0.6	131,935
Strengthening Local Public Libraries	2.91	5.4	35	1.7	83,270
Public Librarians	.45	0.8	35	1.7	12,949
The General Public	22.30	41.2	886	42.5	16,678
Cost of Administering the Act	2.45	4.5	46	2.2	53,296

(a)Figures are rounded off.

TABLE 4.4: EXPENDITURES OF LSCA TITLE I FUNDS IN FISCAL YEAR 1978 BY PRIMARY BENEFICIARY (TARGET) GROUP

PRIMARY BENEFICIARY GROUP	LEVEL OF EXPENDITURE[a] (MILLIONS OF DOLLARS)	PERCENT OF TOTAL AMOUNT	NUMBER OF PROJECTS	PERCENT OF TOTAL PROJECTS	AVERAGE DOLLAR VALUE OF GRANT
Total All Projects	$58.29	100.0%	2,448	100.0%	23,812
Urban Disadvantaged	1.43	2.5	45	1.8	31,800
Rural Disadvantaged	3.40	5.8	238	9.7	14,269
Urban and Rural Disadvantaged	.79	1.6	3	0.1	264,116
Blind and Physically Handicapped Persons	3.62	6.2	170	6.9	21,285
Limited English-Speaking Persons	.73	1.3	39	1.6	18,841
Native Americans	.31	.5	25	1.0	12,236
Residents of State Supported Institutions	3.09	5.3	255	10.4	12,126
Special Target Groups	3.05	5.2	214	8.7	14,270
Strengthening State Library Administrative Agencies	5.13	8.8	62	2.5	82,743
Strengthening Metropolitan Public Libraries	1.50	2.6	12	0.5	125,290
Strengthening Local Public Libraries	2.16	3.7	30	1.2	71,882
Public Librarians	1.50	2.6	82	3.3	18,321
The General Public	29.31	50.3	1,221	49.9	24,005
Cost of Administering the Act	2.27	3.9	52	2.1	66,173

(a)Figures are rounded off.

LSCA Title I funds, was targeted toward the general public. By Fiscal Year 1978, this amount had increased to $29.31 million or 50.3 percent of the total.

The balance of funds was expended across a variety of target groups. Levels of expenditure for the various legislative priority groups during Fiscal Year 1975 are listed below in order of funding level:

- Special target groups not specifically cited in the Act (including older persons, unique locally identified groups, deaf persons, preschool children and Native Americans)--$5.1 million or 9.4 percent of the total;
- Strengthening the State Library Administrative Agency (including staff support, purchases of library materials)--$4.33 million or 8 percent of the total;
- Economically disadvantaged persons in rural areas--$3.43 million or 6.3 percent of the total;
- Residents of State-supported institutions (including prisoners, juvenile offenders, State hospital patients)--$3.35 million or 6.2 percent of the total;
- Economically disadvantaged persons in urban areas--$3.2 million or 6.1 percent of the total;
- Blind and/or physically handicapped persons--$3.17 million or 5.9 percent of the total;
- Strengthening metropolitan libraries--$1.72 million or 3.2 percent of the total; and
- Limited English-speaking persons (including Hispanics, South East Asians)--$1.42 million or 2.6 percent of the total.

During Fiscal Year 1978, the pattern of expenditures for priority groups had shifted such that the following ordering by level of expenditure occurred:

- Strengthening the State Library Administrative Agency (including staff support, purchases of library materials)--$5.13 million or 8.8 percent of the total;
- Blind and/or physically handicapped persons--$3.62 million or 6.2 percent of the total;
- Economically disadvantaged persons in rural areas--$3.40 million or 5.8 percent of the total;
- Special target groups not specifically cited in the Act (including older persons, unique locally identified groups, deaf persons, preschool children and Native Americans)--$3.36 million or 5.7 percent of the total;
- Residents of State-supported institutions (including prisoners, juvenile offenders, State hospital patients)--$3.09 million or 5.3 percent of the total;
- Strengthening metropolitan libraries--$1.50 million or 2.6 percent of the total;
- Economically disadvantaged persons in urban areas--$1.43 million or 2.5 percent of the total; and

- Limited English-speaking persons (including Hispanics, South East Asians)--$0.73 million or 1.3 percent of the total.

Two patterns are evident. First, the overall level of expenditures for the legislative priorities decreased during Fiscal Year 1978 as compared with Fiscal Year 1975. Second, the ordering of priority areas has not shifted (Spearman's r_s = .62) significantly. Expenditures for strengthening State Agencies and disadvantaged persons in rural areas remained consistently high, and expenditures for limited English-speaking persons and metropolitan libraries remained consistently lower than other forms of expenditure.

To contrast further the use of LSCA Title I funds in addressing the legislative priorities, Tables 4.5 and 4.6 were constructed as a means of examining the extent to which funds are targeted during each of the Fiscal Years in question. These tables were derived from Tables 4.3 and 4.4 and provide three basic types of targeting categories:

- Targeting to persons: (1) target groups in the legislation and other specific groups, (2) urban and rural disadvantaged, and (3) the general public;
- Targeting to agencies: State Library Administrative Agencies, and local and regional public libraries; and
- Cost of administering the Act.

As the earlier set of tables indicated, the general public has received the largest proportion of LSCA Title I funds, and this proportion has increased since Fiscal Year 1975. Targeting of LSCA Title I funds to the priority populations (priority groups and urban/rural disadvantaged) represents the second highest amount of funds expended in both Fiscal Years ($19.98 million during Fiscal Year 1975 or 36.9% of the total, and $16.42 million during Fiscal Year 1978 or 28.1% of the total). However, as can be seen, the amount of funds expended for the priority populations has decreased absolutely and as a proportion of the total amount expended. Further, while the number of individual projects has increased slightly from 831 (49.4%) in Fiscal Year 1975 to 990 (40.5%) in Fiscal Year 1978, there are fewer such projects relative to the total. It is important to note that expenditures for residents of State institutions and handicapped persons--amounts that remain relatively fixed because of maintenance of effort requirements required under provisions of the Act--are included in this targeting category.

Of the money expended specifically to improve State, regional and local public libraries, negligible change has occurred between Fiscal Years 1975 and 1978 ($9.41

TABLE 4.5: EXPENDITURES OF LSCA TITLE I FUNDS IN FISCAL YEAR 1975 BY TYPE OF TARGETING

TYPE OF TARGETING	LEVEL OF EXPENDITURE[a] (MILLIONS OF DOLLARS)	PERCENT OF TOTAL AMOUNT	NUMBER OF PROJECTS	PERCENT OF TOTAL PROJECTS	AVERAGE DOLLAR VALUE OF GRANT
Total, All Types of Projects	$54.14	100.0%	2,087	100.0%	$26,091
Direct Services to Populations Identified in the Act and other High Need Groups	13.04	24.1	700	33.5	18,709
Direct Services to the Urban and Rural Disadvantaged	6.94	12.8	331	15.9	20,965
Services Primarily Intended to Benefit the General Public	22.30	41.2	855	42.4	24,655
Activities Intended to Strengthen Local and Regional Public Libraries	5.08	9.4	92	4.4	63,628
Activities Intended to Strengthen the State Library Administrative Agency	4.33	8.0	63	3.0	68,711
Cost of Administering the Act	2.45	4.5	46	2.2	53,297

[a] Figures are rounded off.

TABLE 4.6: EXPENDITURES OF LSCA TITLE I FUNDS IN FISCAL YEAR 1978 BY TYPE OF TARGETING

TYPE OF TARGETING	LEVEL OF EXPENDITURE[a] (MILLIONS OF DOLLARS)	PERCENT OF TOTAL AMOUNT	NUMBER OF PROJECTS	PERCENT OF TOTAL PROJECTS	AVERAGE DOLLAR VALUE OF GRANT
Total, All Types of Projects	$58.29	100.0%	2,448	100.0%	$23,812
Direct Services to Populations Identified in the Act and other High Need Groups	10.80	18.5	704	28.8	15,493
Direct Services to the Urban and Rural Disadvantaged	5.62	9.6	286	11.7	19,648
Services Primarily Intended to Benefit the General Public	29.31	50.3	1,211	49.5	23,955
Activities Intended to Strengthen Local and Regional Public Libraries	5.16	8.9	133	5.4	40,260
Activities Intended to Strengthen the State Library Administrative Agency	5.13	8.8	62	2.5	82,743
Cost of Administering the Act	2.27	3.9	52	2.1	43,574

[a] Figures are rounded off.

million or 17.4% of the total in Fiscal Year 1975 as compared to $10.29 million or 17.7% in Fiscal Year 1978). Although projects of this type do not directly address the needs of special client groups, they do result in indirect services to library users. This is a particularly important issue with respect to strengthening State Agencies. Two types of use are possible. The first includes activities that support or otherwise augment library services available to the public. The second includes activities intended to develop and improve the capacity of the State Agency to administer public library programs rather than provide or assist in the provision of services. Examination of the LSCA Title I project site visits data indicate that the former type of use prevails. Among these projects were four interlibrary loan/reference projects, one centralized processing project, one project providing a mixture of consultant service, public relations and continuing education, and one project that purchased and processed materials for use by library professionals and materials intended for use by residents of State-supported institutions. If the intent of the Act is to strengthen the administrative capacity of State Agencies, project data for Fiscal Year 1978 do not suggest that this is occurring.

In the final category of targeting, administrative costs, a pattern of decline has emerged with the direct use of LSCA Title I funds in Fiscal Year 1978 dropping from the amount expended in Fiscal Year 1975.[4] This decrease is attributable to three factors: First, in 1975, the General Accounting Office (GAO) issued a report on the LSCA Program based on visits to two major States and a review of Program records. A major finding reported in the GAO study was that administrative expenditures were excessive. It can be hypothesized that the GAO report had some effect not only on the State Agencies, but also on Program administrators at the Federal level. Second, some State Agencies have redefined administrative costs to include only a narrow set of activities. That is, project specific administrative activities are no longer reported as separate from project costs. Third, a number of States have assumed a no administrative cost position and do not use LSCA Title I funds for this purpose, choosing instead to utilize State revenues. The net effect is an overall decrease in the proportion and amount of LSCA Title I utilized for administrative purposes, thereby increasing the potential for increased programmatic expenditures. In this context, it should be noted that there is an increasing tendency on the part of State legislatures to require a fixed administrative set aside for Federal programs.

4.4: Use of LSCA Title I Funds and Distribution Mechanisms

Over time, a Federal position has evolved that a major thrust should be the use of LSCA Title I funds to start and/or encourage innovative and specialized services--in short, to emphasize demonstration type project funding. Demonstration, as used here, refers to short-term funding of a specific activity or group of related activities for the purpose of developing, testing or acquiring a new process, service, material, or piece of equipment and the application of that product to a specific set of needs. Two types of demonstrations are possible. The first does not specifically require the funded agency to assume funding responsibility after the demonstration funding has expired. The second type of demonstration at least tacitly requires that the funded agency assume responsibility for ongoing support once the demonstration funding has expired.

In juxtaposition are long-term and formula funding. Long-term funding is exactly what it implies--continuing support or reimbursement of costs for a service or product, including many direct services provided to State supported institutions by State Agencies, direct grants to State-supported institutions, support of regional libraries, and operation of bookmobiles. Formula funding is similar in that it represents a long-term commitment of funds, but differs because of the method of distribution. Generally, the objective is equalization, and formula funds are distributed accordingly, often as part of a larger State funding program. The receiving public library may not even be aware that LSCA Title I funds are included. Often, specifications regarding the use of formula funds are minimal.

Tables 4.7 and 4.8 summarize the distribution of funds by type of use for Fiscal Years 1975 and 1978. The data indicate that 41.9 percent of LSCA Title I funds were expended on demonstration projects in Fiscal Year 1975 and that this value dropped to 32.7 percent by Fiscal Year 1978. This trend is complemented by a corresponding increase in the use of LSCA Title I as a long-term funding source (up from 46.9% in Fiscal Year 1975 to 56.4% in Fiscal Year 1978). In addition, demonstration projects were funded at lower levels (on the average $20,000 less per project) than long-term projects. Also, there tends to be high numbers of small individual demonstration projects, suggesting less of a tendency to "risk" large funding sums. Further, where recipient continuation funding is expected, the percentage and level of funding of demonstrations drop from 32.5 percent of the total amount of funding available in Fiscal Year 1975 to 21.1 percent in Fiscal Year

TABLE 4.7: EXPENDITURES OF LSCA TITLE I FUNDS IN FISCAL YEAR 1975 BY TYPE OF USE

TYPE OF USE OF LSCA TITLE I FUNDING	LEVEL OF EXPENDITURE[a] (MILLIONS OF DOLLARS)	PERCENT OF TOTAL AMOUNT	NUMBER OF PROJECTS	PERCENT OF TOTAL PROJECTS	AVERAGE DOLLAR VALUE OF GRANT
Total All Types of Uses	$54.14	100.0%	2,087	100.0%	$26,091
Subtotal, Short Term Demonstration Projects	22.69	41.9	1,100	52.7	18,968
Recipient Continuation Funding Required	17.58	32.5	736	35.9	23,885
Recipient Continuation Funding Not Required	5.11	9.4	364	17.4	14,051
Long Term Project Funding	25.39	46.9	658	31.5	38,581
Formula Project Funding	3.62	6.7	283	13.6	12,777
Cost of Administering the Act	2.45	4.5	46	2.2	53,297

[a] Figures are rounded off.

TABLE 4.8: EXPENDITURES OF LSCA TITLE I FUNDS IN FISCAL YEAR 1978 BY TYPE OF USE

TYPE OF USE OF LSCA TITLE I FUNDING	LEVEL OF EXPENDITURE[a] (MILLIONS OF DOLLARS)	PERCENT OF TOTAL AMOUNT	NUMBER OF PROJECTS	PERCENT OF TOTAL PROJECTS	AVERAGE DOLLAR VALUE OF GRANT
Total All Types of Uses	$58.29	100.0%	2,448	100.0%	$23,812
Subtotal, Short Term Demonstration Projects	19.04	32.7	1,218	49.8	15,853
Recipient Continuation Funding Required	12.29	21.1	583	23.8	21,079
Recipient Continuation Funding Not Required	6.75	11.6	635	25.9	10,627
Long Term Project Funding	32.85	56.4	932	38.1	35,249
Formula Project Funding	4.14	7.1	246	10.0	16,819
Cost of Administering the Act	2.27	3.9	52	2.1	43,574

(a)Figures are rounded off.

1978. Finally, the proportion of LSCA Title I funds expended according to formula distribution schemes has remained close to 7 percent across both Fiscal Years.

These data, when considered along with data presented in the previous section, suggest that LSCA Title I funds are shifting away from demonstrations toward long-term support. A number of possible explanations for this include first, demonstrations funded in Fiscal Year 1975, for one reason or another, may have become long-term ventures. Coupled with this is the rising difficulty faced by local public libraries in their efforts to maintain budget floors on the one hand and to assume the cost of demonstrations on the other. Fiscal constraints and the need to maintain newly introduced services and structures appear to underlie the shift toward increased use of LSCA Title I for long-term support of public libraries.

4.5: What LSCA Title I Funds Are Used to Purchase

Public libraries, as currently conceived, act as service agencies providing information using a variety of print and nonprint materials, bibliographic, and communications systems. The two key elements in these processes are personnel and materials/equipment. As Tables 4.9 and 4.10 indicate, LSCA Title I funds have been used to pay for or purchase these two elements. During Fiscal Year 1975, virtually all funds were expended in some form or another for staff and/or materials/equipment. This pattern remained unchanged in Fiscal Year 1978. On first inspection, this trend does not appear to coincide with traditional notions of innovation. However, included in these categories are highly specialized materials such as those used by the parents of deaf children, highly specialized personnel, acquisition of new bibliographic and circulation systems, or acquisition of new print materials. This is not to say that all expenditures of LSCA Title I funds result in new and innovative outcomes. As earlier sections clearly suggest, significant portions of LSCA Title I funds are used to support long-term projects and projects targeted for the general public. In other words, once a service or collection has been introduced or altered, it appears that maintenance or continuation costs are assumed to some degree with LSCA Title I funds. In at least two instances, States have invested heavily in developing film collections, an activities investment requiring substantial support (equipment, replacement cost) not readily available from State or local sources. Moreover, many innovative efforts will neither directly benefit a target population nor be accomplished through a demonstration. Many

TABLE 4.9: EXPENDITURES OF LSCA TITLE I FUNDS IN FISCAL YEAR 1975 BY TYPE OF PURCHASE

TYPE OF PURCHASE	LEVEL OF EXPENDITURE[a] (MILLIONS OF DOLLARS)	PERCENT OF TOTAL AMOUNT	NUMBER OF PROJECTS	PERCENT OF TOTAL PROJECTS
Total All Types of Projects	$54.14	100.0%	2,087	100.0%
Direct Service and/or Support Staff Only	$8.61	15.9	359	17.2
Library Materials and Equipment Only	9.91	18.3	684	32.8
Mixture of Staff and Library Materials	29.63	54.7	713	34.2
Mixture of Staff and Other Types(b) of Purchases	1.94	3.6	29	1.4
Mixture of Library Materials and Other Types of Purchases (b)	.49	0.9	13	0.6
Other Forms of Purchases(c)	3.56	6.6	289	13.8

[a] Figures are rounded off.

[b] Including contracts, general operations, modification to bibliographic systems.

[c] Including formula grants, contract purchases, general operations, modification of bibliographic systems.

TABLE 4.10: EXPENDITURES OF LSCA TITLE I FUNDS IN FISCAL YEAR 1978 BY TYPE OF PURCHASE

TYPE OF PURCHASE	LEVEL OF EXPENDITURE[a] (MILLIONS OF DOLLARS)	PERCENT OF TOTAL AMOUNT	NUMBER OF PROJECTS	PERCENT OF TOTAL PROJECTS
Total All Types of Projects	$58.29	100.0%	2,448	100.0%
Direct Service and/or Support Staff Only	$9.93	17.0	445	18.2
Library Materials and Equipment Only	9.02	15.5	929	37.9
Mixture of Staff and Library Materials	31.37	53.8	765	31.1
Mixture of Staff and Other Types[b] of Purchases	2.13	3.7	38	1.6
Mixture of Library Materials and Other Types of Purchases (b)	1.10	1.9	19	0.8
Other Forms of Purchases[c]	4.74	8.1	252	10.3

[a] Figures are rounded off.

[b] Including contracts, general operations, modification to bibliographic systems.

[c] Including formula grants, contract purchases, general operations, modification of bibliographic systems.

bibliographic changes require large infusions of funds to be installed effectively. In contrast, the data suggest a number of instances where the Title I funding is simply enfolded in a public library's operating budget to be spent in a loosely focused or directed way (see Section 4.6). As a final point, a very clear link exists between the concept of adequacy and funding levels (see Chapter 7), and because of this, the type of distribution described here can be a sufficient response to the Act, though not readily accountable.

4.6: Patterns of Expenditures of LSCA Title I Funds in Combination with State and Local Funds

In combination with the expenditure of Federal LSCA Title I funds, States also spend considerable State, and in a few instances, local funds. In Fiscal Year 1975, for example, LSCA Title I funds accounted for 28 percent of the total amount expended; while in Fiscal Year 1978 they had decreased to 25 percent. The full effect of the use of LSCA Title I funds can only be measured when related to the larger body of funds. A series of tables similar to those presented in Sections 4.2 through 4.5 above are presented in Appendix D and are summarized in the discussion that follows.

Overall, when State funding is considered along with LSCA Title I funds, the proportion of the total expended for various categories shifts substantially in comparison with the proportions indicated by LSCA Title I funds alone. Thus, when the relative share of expenditures by the three major library agencies is examined, Fiscal Year 1975 data reveal that local public libraries expend a considerably lesser amount of funds (29.5% of the total combined funds, but 43.3% of the LSCA Title I funds). The shift is to higher expenditures by regional public libraries (32.8% of the combined total, but 20.7% of LSCA Title I funds). Fiscal Year 1978 data reinforce this trend, with one major variation: the percentage of funds expended by State Agencies increases to 37.2 percent of the total combined funds. This pattern suggests that any major increases in expenditures at the State level have been borne by State funds at a higher rate than with LSCA Title I funds. Second, State funds were a significant source of support for regional public libraries during Fiscal Year 1978.

Trends in the targeting of combined funds indicate the following. First, in Fiscal Year 1975, the percentage of combined funds expended on the targeted populations was much lower than that of LSCA Title I funds alone (13.2% as opposed to 24%). This suggests that during Fiscal Year 1975, LSCA Title I funds were a major source of support for services to targeted populations. In Fiscal Year 1978, the trend in decreased LSCA Title I funds expenditures for targeted populations was again very closely reflected by the combined funds (18.7% and 16.3% respectively). The proportion of combined funds expended for the general public (50%) remains the same for the two years examined. Another area of substantial difference was in combined funds expended to strengthen State Agencies. While the level of expenditure of LSCA Title I funds remained relatively similar, the percentage of combined funds decreased from 14.9 percent in Fiscal Year 1975 to 9.5 percent in Fiscal Year 1978.

Combined LSCA Title I and State/local funds also exhibit different patterns of expenditure when type of funding is inspected. In contrast to LSCA Title I funds, combined funds in Fiscal Year 1975 were less likely to be used for demonstration projects, specifically short-term noncontinuation type projects. During this same Fiscal Year, about half of the funds were expended for long-term activities. This pattern is more extreme for Fiscal Year 1978. During that year, 63 percent of all combined funds were used for long-term activities while expenditures for demonstrations had decreased sizably (from 36.6% to 28.6%). This pattern reinforces the point made earlier of an apparent increasing tendency to support long-term library activities using LSCA Title I funds. A second point is that the brunt of the administrative costs of the Program are borne by State revenue sources.

Combined LSCA Title I and State/local funding data were also examined to determine if there were differences in expenditures among projects receiving LSCA Title I funds only, projects receiving State funds only, and projects receiving a combination of LSCA Title I and State or local funds. Overall, there is very little change in the distribution of funds for each type of funded project over time. Projects funded solely with LSCA Title I funds accounted for 9.7 percent; those funded solely with State funds accounted for 20 percent; and those funded with combined LSCA Title I and State and/or local funds accounted for 70 percent of all Fiscal Year 1978 funds. Generally, the trends noted earlier are similar, but noticeable changes have occurred over time in the amounts of funds expended solely by LSCA Title I projects and multisource funded projects. Tables presenting the results of this analysis are provided in Appendix D (Tables 4.1 through 4.12).

Among projects funded solely with LSCA Title I funds, local public library expenditures accounted for 46.9 percent of the total in Fiscal Year 1975, but they dropped to 37.6 percent in Fiscal Year 1978. Among these same projects funded solely with LSCA Title I funds, a shift has occurred over time away from expenditures by local public libraries to the regional public libraries and public library cooperatives. For example, expenditures by regional public libraries increased from 27.9 percent of the total in Fiscal Year 1975 to 37.4 percent of the total in Fiscal Year 1978. In contrast, projects funded with a combination of LSCA Title I and other funds exhibited increases over time in the proportion expended by State Agencies. In Fiscal Year 1975, 36.2 percent of these combined funding project funds were expended by State Agencies, while this amount had increased to 46.1 percent of the total in Fiscal Year 1978. A decrease (from 21.9% in Fiscal Year 1975 to 14.9% in Fiscal Year 1978) in the share of funds going to regional public libararies and other public agencies accounts for this change. These data suggest that more LSCA Title I funds are being directed toward regional public libraries and other cooperative arrangements now than in the past.

When targeting of funds is examined using this same analytic framework, there is an apparent greater tendency to shift LSCA Title I funds away from the priority groups defined in the Act and into services more applicable to the needs of the general public. Among projects receiving only LSCA Title I funds, the proportion targeted to meet the needs of specific groups and the urban/rural disadvantaged decreased from 44 percent of the total in Fiscal Year 1975 to 26.6 percent of the total in Fiscal Year 1978. Projects receiving combined LSCA Title I and State and/or local funds showed a similar trend. However, these combination funding projects also demonstrate a major shift, over time, in the level of funding expended to strengthen the State Agency—a trend not demonstrated by projects funded only with LSCA Title I funds. In Fiscal Year 1975, 12.4 percent of all combined funds were expended to strengthen State Agencies, an amount that had increased to 20.0 percent in Fiscal Year 1978.

When type of fund use is examined, LSCA Title I funds have obviously assumed an important role in demonstrations. The data indicate that LSCA Title I funds are indeed used as "risk" funds although this pattern has decreased since Fiscal Year 1975. Among LSCA Title I only projects in Fiscal Year 1975, 43.1 percent of all funds were expended for demonstrations requiring continuation funding by the recipient agency. In Fiscal Year 1978, that percentage had decreased to 29.9 percent. Although the more important shift has been toward use for long-term activities, LSCA Title I funds continue to be regarded as a source of demonstration funds.

4.7: Inflation and the Use of LSCA Title I Funds

As earlier sections suggest, a very definite shift is apparent in the long-term support burden placed upon LSCA Title I funds, a shift that forces fund users away from the expected demonstration/innovation/ targeted use. When the effects of inflation are considered, the available pool of resources has become increasingly limited, which helps explain the increasingly conservative use of LSCA Title I funds.

To examine the effect of inflation, selected Fiscal Year 1978 expenditure data were adjusted for comparability to Fiscal Year 1975 expenditure data.[5] It is important to note that while the value of Fiscal Year 1978 dollars will change, their value relative to the corresponding total remains constant. Therefore, the relative amount of funds expended at the State Agency in comparison with local public libraries remains the same. Tables showing the results of this adjustment are provided in Appendix D (Tables 4.13 - 4.15).

The total LSCA Title I expenditure during Fiscal Year 1978 when adjusted for inflation is $48.75 million or 10.5 percent less than the Fiscal Year 1975 expenditure. The effect of inflation upon combined LSCA Title I and State funds is that these funds increased only 1.4 percent rather than the 21.12 percent indicated using unadjusted figures.

An examination of the change (adjusted growth) in LSCA Title I funds expended by various agencies indicates that local public libraries dropped significantly (27.2%) between Fiscal Years 1975 and 1978 as did State-supported correctional facilities. Agencies showing significant growth in funding during the same period include cooperatives, universities, and professional organizations. While not necessarily in the conventional mainstream of public library service providers, project visits indicate that these "nonlibrary" agencies have a major responsibility for addressing changes in bibliographic systems and consolidation of services into larger bases of operation (e.g., regional systems).

The effect of inflation on the use of LSCA Title I to respond to LSCA Title I priorities was that funds expended for targeted services to high need groups and rural and urban disadvantaged decreased substantially (an average drop in excess of 25%). In contrast, there was real growth occurred in expenditures for services for the general public (up to 11.2%) and administrative costs (up to 55.1%). This finding is reinforced when examining the use of funds for long-term versus demonstration activities. Overall, the amount of funds expended on demonstrations has decreased

29.8 percent while long-term funding has increased by 8.2 percent. Also, there was a 10.4 percent real increase in the amount of funds expended for short-term demonstrations not requiring a commitment by the recipient agency to provide continuation funding. This suggests that because of economic factors, some States may have relinquished a source of leverage for introducing change.

Inspection of the adjusted amounts of LSCA Title I funds used to purchase various products indicates a substantial increase in funds used to purchase materials/equipment and a corresponding decrease in the amount of funds used for library staff. Expenditures for materials/ equipment increased by 23.9 percent in Fiscal Year 1975 dollars. In contrast, staff only expenditures decreased by 3.6 percent.

This analysis suggests a number of points. First, the purchasing power of LSCA Title I funding has not kept pace with inflation. Second, the patterns of fund use suggest an increasing tendency to spend conservatively, to support ongoing programs and to reduce the investment of funds in activities involving risk--projects targeted toward special need groups and demonstrations.

4.8: Key Characteristics of A Representative Sample of Activities (Projects) Receiving LSCA Title I Funding During Fiscal Year 1978

A significant volume of information and insight was obtained through site visits to a probability sample of 100 Fiscal Year 1978 LSCA Title I projects.[6] These projects were selected from the known universe of projects based on a combination of Federal records and an extensive confirmation effort by State Agencies. The criteria used to select the projects were: total funding level (many projects spent significant amounts of LSCA Title I funds relative to State funds while others spent very little), type of agency administering the project, and degree to which the project attempted to target its activities toward one (or more) of the priorities of the Act. Selected characteristics of these projects provide a more detailed indication of the types of activities LSCA Title I funds support.

Among the 100 projects visited, the evaluation staff classified 15 percent as providing services that were primarily innovative in character; the remaining 85 percent were generally not innovative relative to the total sample. Innovative, as used here, describes activities that may transcend the normal physical environment of the public library or may provide a new and unique service, often one that addresses the needs of a clientele group having special or unique information needs.

Reinforcing this point, 14 percent of all projects considered their primary activity as nontraditional in that this group of projects attempted to reach out to a specialized client group including deaf or mentally retarded persons. Of the remaining projects, 51 percent considered that they provided some mix of nontraditional and traditional services, while the remaining 35 percent considered their primary activity as strictly traditional, not innovative. One factor affecting the interpretation of these percentages is that conceptions of innovation vary. While microfiche readers and microform materials are relatively common in many public libraries in more developed States, it was evident in one project operating in a relatively large urban public library, that microfiche readers and microform represented a relatively new (innovative) addition to the library.

In a related area, the evaluation staff classified 36 percent of the Fiscal Year 1978 projects visited in the study as being targeted to serve a specific LSCA Title I priority such as handicapped persons, residents of State institutions, or disadvantaged persons in rural areas. The remaining 64 percent of projects visited may have embraced one or more of the priorities in some way, but this was not the primary emphasis or focus of the project. Specifically, when asked to identify the group for which services were targeted, 16 percent of the LSCA Title I Project Directors cited the rural disadvantaged, three percent cited the urban disadvantaged, 14 percent cited the physically handicapped, 21 percent cited the institutionalized, and 3 percent cited the limited English-speaking.[7] This observation is consistent with the uses of funds discussed earlier. If Fiscal Year 1978 projects are classified a third way--on the basis of activity directed toward the development or improvement of systems of libraries--the following is evident: among the sample of Fiscal Year 1978 projects, 21 percent concentrate on interlibrary loan and reference and on automation of bibliographic processes. The remaining 79 percent do not, although they may engage in certain of these activities as a secondary activity.

Taken together, this recent information about innovation, targeting, and system development suggests that, by and large, much of the actual usage of LSCA Title I funding is for improvement and/or support of existing services rather than significant introduction of new and unique services or activities. In this regard, it is interesting to note that only 33 percent of Fiscal Year projects were initiated solely with LSCA Title I funds. Another 33 percent were initiated with a combination of

LSCA Title I funds and funds from other sources (e.g., State funds, local funds, LSCA Title III, and private foundation grants). The remaining 34 percent were started with funds other than those available through LSCA Title I.

The LSCA Title I project data also provide information about what objectives projects hope to accomplish and how they achieve them. Table 4.11 summarizes the major objective(s) of Fiscal Year 1978 projects. Most frequently cited by project directors were:

- Acquisition of print and nonprint materials and/or provision of services intended primarily for the general public--54 percent of all projects;
- Some form of interlibrary cooperation--44 percent of all projects;
- Acquisition of specialized materials and/or provision of services intended for groups with special needs--38 percent of all projects; and
- Provision of specialized outreach services intended to extend services to populations with special needs--21 percent of all projects.

These objectives suggest that projects concentrate primarily upon services and/or acquisition of materials. As noted earlier, this is consistent with the character of public libraries.

Tables 4.12 and 4.13 summarize the major forms of services provided by LSCA Title I projects. The tables distinguish between services intended primarily to benefit or serve either public libraries or patrons (clientele). Most frequently cited activities intended primarily to benefit other public libraries and secondarily their clientele were:

- Some form of increased bibliographic access (interlibrary loan, reference service)--54 percent of all projects;
- Public information--47 percent of all projects[8];
- Continuing education for professionals--46 percent of all projects; and
- Consulting services--42 percent of all projects.[8]

Most frequently cited activities intended to benefit clientele directly were:[9]

- Acquisition and provision of print material--66 percent of all projects;
- Acquisition and provision of nonprint materials--61 percent of all projects;
- Acquisition and/or provision of materials to previously unserved groups and/or geographic areas--57 percent of all projects; and

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TABLE 4.11: MAJOR OBJECTIVES OF FISCAL YEAR 1978 LSCA TITLE I PROJECTS (a)

PROJECT OBJECTIVE	PERCENT OF PROJECTS CITING EACH OBJECTIVE
Acquire materials/services primarily for the general public	54.0%
Interlibrary cooperation, (interlibrary loan, telecommunications, bibliographic access)	54.0
Acquire specialized materials/services	38.0
Provide outreach services to special population	21.0
Staff development	14.0
Public information	10.0
Special studies and analysis of services/service area	5.0
Administration (b)	3.0
Add professional staff	2.0

(a) Percent of projects equals the sample number of projects.

(b) State Agency projects.

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TABLE 4.12: SERVICES PROVIDED TO PUBLIC LIBRARIES BY FISCAL YEAR 1978 LSCA TITLE I PROJECTS (a)

TYPE OF SERVICE PROVIDED	PERCENT OF PROJECTS PROVIDING SERVICE
Interlibrary loan, reference, bibliographic services	54%
Public information	47
Continuing education for librarians	46
Consulting services	42
Telecommunications	29
Centralized purchasing of materials	27
Centralized processing of materials	25

(a) Percent of projects equals the sample number of projects. Also because of the sampling design these percentages represent the overall population of Fiscal Year 1978 LSCA Title I projects.

TABLE 4.13: SERVICES PROVIDED TO PUBLIC LIBRARY USERS BY FISCAL 1978 LSCA TITLE I PROJECTS (a)

TYPE OF SERVICE PROVIDED	PERCENT OF PROJECTS PROVIDING SERVICE(a)
Provide additional print materials	66%
Provide additional audio-visual materials	61
Provide materials through existing library to previously unserved group/area	57
Provide community-based and outreach services	40
Continuing education	27
Provide additional library staff	25
Bookmobile services	20
Establish new library in an unserved area	19
Books-by-mail services	13

(a) Percent of projects equals the sample number of projects. Also because of the sampling design these percentages represent the overall population of Fiscal Year 1978 LSCA Title I projects.

- Provision of community-based outreach services--40 percent of all projects.

The results of the project site visits corroborate the fiscal usage data presented in earlier sections. They also suggest that LSCA Title I, while increasingly being used in long-term, less-risk-filled ways, continues to provide the States with a basis for supporting innovative efforts. Also, because a mix of State and LSCA Title I funds is present, the project site visit data reinforce the point made earlier that the combined use/effect of LSCA Title I and State funds must be considered.

4.9: Use of LSCA Title I Funds by Public Libraries

Local public libraries are major users of LSCA Title I funds, as earlier sections of this chapter clearly indicate. Indeed, it can be argued that local public libraries should be, and are, a major focus of the Program. The survey of public libraries provides data describing the number of public libraries that have received LSCA Title I funds and some of the ways these funds have been used by the recipients. The data presented in Tables 4.14-4.17 is discussed below.

Based on the survey results, it is estimated that 2,607 or 32.9 percent of all public libraries have directly received LSCA Title I grants since 1965. Larger public libraries are far more likely to receive LSCA Title I grants. Of the 339 public libraries serving 100,000 or more persons, 81.4 percent have received at least one direct LSCA Title I grant. Of the estimated 6,355 public libraries serving less than 25,000 persons, only 25.4 percent have received direct LSCA Title I grants. Overall, 69 percent of the total population living in areas having some form of locally provided public library service also reside in areas served by public libraries that have received at least one direct LSCA Title I grant.

On the issue of targeting funds to provide services for the priority groups identified in the Act, the public library survey data suggest that local public libraries give substantial emphasis to these groups. As Table 4.16 indicates, a sizable proportion of public libraries, particularly larger ones, use at least some of their LSCA Title I funds to provide services to priority or target groups. Groups cited most often are:

- Disadvantaged groups, such as the aged (identified by 73.1% of all public libraries receiving LSCA Title I funds in 1975-1979);
- The rural disadvantaged (identified by 38.4% of all public libraries receiving LSCA Title I funds in 1975-1979);

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TABLE 4.14: ESTIMATED NUMBER OF LIBRARIES AND POPULATION SERVED HAVING EVER RECEIVED LSCA TITLE I FUNDS BY SIZE OF POPULATION SERVED (WEIGHTED ESTIMATES)*

POPULATION SERVED	NUMBERS OF LIBRARIES THAT HAVE RECEIVED LSCA TITLE I	PERCENT	ESTIMATED POPULATION SERVED (MILLIONS OF PERSONS)	PERCENT
Total All Libraries	7,926	100.0%	200.93	100.0%
Total All Libraries Receiving LSCA Title I Funds	2,607	32.9	138.34	69.0
Over 1,000,000 Persons	12(a)	100.0(b)	22.96	100.0(c)
250,000 - 1,000,000 Persons	93	93.1	42.24	93.1
100,000 - 250,000 Persons	171	78.1	24.47	78.1
25,000 - 100,000 Persons	718	63.8	36.01	63.8
Under 25,000	1,613	29.6	12.66	29.6

* Estimates subject to error of ± 7 percent.

(a) Represents 12 of 13 responding public libraries serving this number of persons.

(b) Percents based on total number of public libraries in population served category.

(c) Percents based on total number of persons in service area in each population served category.

TABLE 4.15: USE OF LSCA TITLE I FUNDS BY PUBLIC LIBRARIES TO PROVIDE SERVICES TO LSCA TITLE I PRIORITY GROUPS BY SIZE OF POPULATION SERVICE AREA (WEIGHTED ESTIMATES) (a)

SIZE OF POPULATION SERVED BY LIBRARY	1965 - 1969	1970 - 1974	1975 - 1979
Over 1,000,000 persons	89.9%(a) (36.4)	100.0% (36.4)	91.6% (33.3)
250,000 to 1,000,000 Persons	83.3 (33.3)	97.0 (45.5)	93.8 (43.8)
100,000 to 250,000 Persons	40.0 (26.7)	85.7 (53.6)	76.9 (41.0)
25,000 to 100,000 Persons	55.5 (22.2)	75.4 (32.3)	83.2 (41.6)
Under 25,000 Persons	78.3 (60.0)	71.5 (42.9)	61.7 (44.1)

(a) Percents represent combined self reports of "All LSCA Title I Funds Targeted" and 'Some LSCA Title I Funds Targeted." Percents in parenthesis represent the percent of public libraries reporting that all LSCA Title I funds were targeted.

TABLE 4.16: PRESENCE OF SERVICES SUPPORTED WITH LSCA TITLE FUNDS PRIOR TO RECEIPT OF FUNDS BY SIZE OF POPULATION SERVICE AREA (WEIGHTED ESTIMATES) (a)

SIZE OF POPULATION SERVED BY LIBRARY	1965 - 1969	1970 - 1974	1975 - 1979
Over 1,000,000 persons	72.7%(a) (0.0)	80.0% (0.0)	100.0% (0.0)
250,000 to 1,000,000 Persons	68.2 (9.1)	63.3 (10.0)	72.7 (9.1)
100,000 to 250,000 Persons	62.5 (25.0)	56.0 (4.0)	70.3 (18.9)
25,000 to 100,000 Persons	69.5 (13.0)	66.7 (5.0)	74.1 (14.8)
Under 25,000 Persons	83.4 (16.7)	58.3 (33.3)	56.6 (24.3)

(a) Percents represent combined self reports of "All Services Present" and "Some Services Present." Percents in parenthesis represent the percent of public libraries reporting that all services were present.

TABLE 4.17: INVOLVEMENT OF OTHER PUBLIC LIBRARIES IN THE PROVISION OF SERVICES SUPPORTED WITH LSCA TITLE I FUNDS BY SIZE OF POPULATION SERVICE AREA (WEIGHTED ESTIMATES) (a)

SIZE OF POPULATION SERVED BY LIBRARY	1965 - 1969	1970 - 1974	1975 - 1979
Over 1,000,000 persons	44.4%(a) (0.0)	55.5% (11.1)	70.0% (20.0)
250,000 to 1,000,000 Persons	82.6 (30.4)	76.6 (33.3)	82.4 (32.4)
100,000 to 250,000 Persons	50.0 (25.0)	64.0 (28.0)	62.1 (29.7)
25,000 to 100,000 Persons	59.1 (36.4)	60.7 (33.9)	61.3 (33.8)
Under 25,000 Persons	66.6 (33.3)	87.5 (37.5)	62.8 (31.4)

(a) Percents represent combined self reports of involvement of other public libraries for "All Services Supported with LSCA Title I Funds" and "Some Services Supported with LSCA Title I Funds." Percents in parenthesis represent public libraries reporting that all services supported with LSCA Title I funds involved other public libraries.

- The blind and physically handicapped (identified by 31.7% of all public libraries receiving LSCA Title I funds in 1975-1979); and
- The urban disadvantaged (identified by 20.7% of all public libraries receiving LSCA Title I funds in 1975-1979).

These data definitely indicate that while there appears to be a somewhat restricted use of funds for priority groups, in fact there may be considerable indirect response to the needs of these groups. Moreover, as Table 4.17 suggests, less than one-third of all public libraries receiving funds had the services for which LSCA Title I funds were expended fully to plan. Conversely, on the average, one-third of public libraries receiving LSCA Title I grants used these funds to initiate a new service.

Finally, data from the public library survey suggests that over half of all public libraries receiving LSCA Title I grants have involved other libraries in providing the services supported with the LSCA Title I funds. These data reflect reports by public libraries receiving LSCA Title I funds and do not include public libraries that do not receive direct grants but may, in part, be involved in cooperative arrangements. Therefore, this finding is likely to underestimate the extensiveness of cooperative arrangements, and that cooperative arrangements involve significant numbers of public libraries.

4.10: Chapter Summary

The preceding sections have documented the various ways LSCA Title I funds have been used, how those uses have changed since 1975, and the extent to which the funds have penetrated to the local public library level. Of the $193.51 million in LSCA Title I and State funds expended for public libraries in Fiscal Year 1975, 28 percent or $54.14 million was provided through the LSCA Title I Program. In Fiscal Year 1978, the total amount had increased to $234.56 million, of which 25 percent or $58.29 million was provided through the LSCA Title I Program. Key findings about the patterns of use of these funds are summarized.

Together, State Agencies, regional public libraries, and local public libraries expended 92.9 and 90.1 percent of all LSCA Title I funds expended in Fiscal Years 1975 and 1978. In Fiscal Year 1975 public libraries expended the major share of these funds ($23.6 million or 43.3%) with State Agencies and regional public libraries expending 28.9 percent and 20.7 percent respectively. In Fiscal Year 1978 this trend had shifted significantly: local public libraries expended only 35.2 percent of the

$58.29 million in LSCA Title I funds, while State Agencies increased their share to 35.2 percent. The amount of LSCA Title I funds expended directly by State-supported institutions during Fiscal Year 1975 remained virtually unchanged in Fiscal Year 1978. Expenditures of LSCA Title I funds by library cooperatives and consortia increased across the two Fiscal Years, increasing from $0.58 million to $1.3 million.

A second finding indicates that significant levels of LSCA Title I funds have been expended on services that benefit the general public. During Fiscal Year 1975, 41.2 percent of all LSCA Title I funds were expended in this way. During Fiscal Year 1978, that amount had increased to 50.3 percent. Direct expenditures of LSCA Title I funds for priority groups identified in the Act accounted for 24.1 percent of these funds during Fiscal Year 1975 and only 18.5 percent during Fiscal Year 1978, a significant decrease. However, during these same Fiscal Years, expenditures to strengthen State Agencies increased less than one percent. With few exceptions, activities strengthening State Agencies concentrated on library service activities rather than administrative activities.

During Fiscal Year 1975, 41.9 percent of all LSCA Title I funds was expended for short term demonstration projects while 46.9 percent was expended for long term ongoing activities. During Fiscal Year 1978, this pattern had shifted: 32.7 percent was expended for short term demonstrations and 56.4 percent for long term ongoing activities. Increasingly, LSCA Title I funds were used to support long term ongoing activities rather than demonstrations. Relative to State funding sources, LSCA Title I funds are more likely to support demonstration projects. However, there appears to be a definitive shifting of LSCA Title I funds away from the priority areas. Also, when LSCA Title I and State funds are considered together, combined funds are contributing significantly to the support of regional public libraries. Finally, State funds provide the most significant source of support for administrative functions relating to the Act.

Inflation has had a significant effect upon the effective use of LSCA Title I funds. When Fiscal Year 1978 expenditures are adjusted to be comparable to their Fiscal Year 1975 counterparts, the Fiscal Year 1978 amount ($58.29 million) is 10.5 percent less than the Fiscal Year 1975 amount. Inflation had its greatest effect in those instances where low or no growth in funding levels were found. For example, LSCA Title I funds expended by local public libraries actually decreased by 27.2

percent between Fiscal Years 1975 and 1978. LSCA Title I funding for projects responding to LSCA Title I priority groups dropped an average of 25 percent. Expenditures for demonstrations decreased by 29.8 percent while expenditures for long term ongoing activities increased by 10.4 percent.

Analysis of the sample LSCA Title I project data reveals that 14 percent of all Fiscal Year 1978 projects provided nontraditional and innovative (e.g., outreach) services. Thirty-five percent of the projects provided traditional services, while the remaining 51 percent engaged in a mix of traditional and nontraditional services. Among this same sample, 36 percent of the project were determined to be addressing the service needs of a specific LSCA Title I priority. Also, 21 percent of the sample of projects were engaged in activities intended to improve and/or increase the accessibility of resources (e.g., interlibrary cooperation, automation of circulation systems).

It is estimated that 32.9 percent of all public libraries in the United States have received at least one direct LSCA Title I grant since 1965. Public libraries serving populations of 100,000 or more are far more likely to report the receipt of a grant (81.4 percent as opposed to 25.4 percent for public libraries serving less than 100,000 persons). Among the public libraries receiving LSCA Title I funds directly, there is a general tendency to include at least one priority group in the services being supported, however, it is far less likely that all funds will be utilized to support specialized service(s) responsive to a single priority. This pattern has remained unchanged over time. Also, among public libraries receiving a LSCA Title I grant, over half reported that services supported with the grant were in existence prior to its receipt. Finally, these same public libraries report a high incidence of involvement of other public libraries in the provision of LSCA Title I supported services; a trend that appears to have strengthened over time.

Footnotes

1/Prior to the Spring of 1980, this agency was known as the Office of Libraries and Learning Resources.

2/To reinforce this point, five State Agencies were unable to cite changes or effects as a direct result of LSCA Title I because funds are commingled. Other States found it difficult to specify the exact amounts of LSCA Title I and State funds used in a given series of projects.

[3] Use of funds by priority areas is not considered to be the best indicator, however. Section 4.4 provides a second indicator of the responsiveness of State use of LSCA Title I funds.

[4] The amount indicated in both Fiscal Years (4.5% and 3.9%, respectively) is less than that reported by the U.S. Office of Education in its Fiscal Year 1978 Annual Evaluation Report, 7.2 percent in Fiscal Year 1975 and 4 percent in Fiscal Year 1978. (U.S. Department of Health, Education and Welfare, Annual Evaluation Report on Programs Administered by the U.S. Office of Education: Fiscal Year 1978, page 524).

[5] Adjustment was accomplished using the ratio of the 1975 Gross National Product (GNP) Implicit Price Deflator (127.2) to the 1978 GNP Implicit Price Deflator (152.1) as a weight which is then applied to Fiscal Year 1978 expenditure data. The source of the GNP Inflation Price Deflator was the 1979 Statistical Abstract of the United States: 1979, (U.S. Bureau of the Census, Washington, D.C., 1979).

[6] The term project is in some instances misleading because it implies a specific activity or closely related group of activities. In fact, at 48 percent of the projects visited, activities receiving LSCA Title I funding were in place prior to receipt of these funds. In other instances, the project incorporated a variety of activities. This last point explains certain ambivalent qualities of some project based findings.

[7] Projects could cite more than one target group and because of this, the percentages cannot be added together.

[8] These two types of services are, most likely, overrepresented. There appears to be a willingness to consider these activities as adjunct to virtually all other activities.

[9] Projects could and did cite multiple activities.

5

FACTORS AFFECTING THE USE OF LSCA TITLE I FUNDS

Chapter 4 focused on the uses of LSCA Title I funds by States and LSCA Title I projects. The data presented there indicated that States differ in the proportion of Title I funds they expend at the State, regional, and local levels. Furthermore, expenditures on demonstration projects and on projects targeted toward the priority populations identified in the Act were not constant across States. At the LSCA Title I project level, the types of services provided with Title I funds and the number and variety of these services varied across the 100 projects visited.

This chapter attempts to account for the observed variations in the use of LSCA Title I funds reported in Chapter 4. It identifies characteristics of States and LSCA Title I projects affecting the way in which Title I funds are used. By examining the relationships of these characteristics with the use of Title I funds, it is possible to better understand the different uses of these funds. It also permits the identification of some of the constraints under which State LSCA Title I Programs must operate.

5.1: Methodological Considerations

To achieve the stated goals of this chapter, data collected at the State Library Agencies and the LSCA Title I projects were subjected to a series of bivariate and multivariate analyses. The primary source of data incorporated into these analyses of the effects of State characterisics on State expenditures of Title I funds was information collected on the "data sheets" introduced in Chapter 3. Since a description of these data and a discussion of their merits and shortcomings were presented in detail in Chapter 4, these will not be repeated here. It should be noted, however, that only data relating to 1978 LSCA Title I expenditures were used in the analyses. That is, no data on 1975 expenditures were examined and no analyses were performed on project expenditures of other than Federal funds.

At the LSCA project level, the major source of information on the use of LSCA Title I funds consisted of interviews with individuals having day-to-day managerial responsibility for the technical and/or operational aspects of the projects, referred to here as Project Directors. This information was used as the primary data source (over that obtained via interviews with LSCA project staff, for example) since it was presumed that these persons would be most knowledgeable about the scope of project activities. This presumption was confirmed during the data collection activities associated with the study.

State Level Characteristics

The State level characteristics identified were expected to differentiate States according to the proportion of LSCA Title I funds expended on various library activities. These characteristics represented State library organizational factors as well as extra-library factors. It was expected that the way in which States used their Title I funds would be affected by both characteristics of library organizations and State population features.

Data on the presence or absence of each State's library aid program, the percent of the State Agency staff working in library development, and the presence or absence of legislative constraints on the State Agency's authority and flexibility to expend Federal funds were all collected during interviews with the Chief State Library Officer and the LSCA Title I Coordinator. While the existence of a State aid program for libraries and the number of State Agency staff working in library development are fairly concrete events which pose no obvious problems, some comments seem in order on the use of State Agency personnel to collect information on the presence of legislative constraints.

During interviews with the Chief State Library Officer and the Title I Coordinator, questions were asked concerning the existence or nonexistence of certain features of State law and/or constitution restricting the authority and flexibility of the State Agency in the expenditure of Federal funds. Thus, the responses of these individuals represent their perceptions of State law and not necessarily, in all instances, the true state of affairs. However, the dealings of State Agency officials with the legislature and the perceptions they develop of the legislature's expectations with respect to library programs may be as crucial to expenditure decisions of the State Agency as the existence of an actual statute or set of statutes. Expenditures of LSCA Title I funds may reflect how the State Agency perceives the legislative environment in which it operates.

Of the factors identified as contributing to the variation in State Agency expenditures of LSCA Title I funds, the presence or absence of a State aid program for libraries was expected to be the key factor differentiating states in the way they expend LSCA Title I funds. It was expected that the presence of a State aid program would result in States expending a larger proportion of their funds on demonstration and targeted projects. This expectation was based on the belief that States with a State aid program for libraries would have a more solid foundation of funds to help pay for the day-to-day operations of library services and long-term project activities. It was anticipated that the consequences of this funding base, and the accompanying legislative commitment to libraries it implies, would be to free LSCA Title I funds for projects of an innovative nature and projects reaching out to special need populations. A key factor in both demonstrations and targeted projects is risk, and where a State aid program is operative, Title I funds have a greater chance of being used as risk money.

Other factors identified as having a potential impact on States' use of Title I funds were examined. It was expected that the size of State populations and the dispersion of these populations (i.e., density) would influence the library delivery modes adopted and the use of Title I funds to support these efforts. The wealth of the citizens of the States was also expected to influence expenditures of LSCA Title I funds, especially in terms of the types of project activities (e.g., demonstration and targeted projects) receiving the largest proportion of Title I support.

Project Level Characteristics

In addition to identifying State charateristics that might affect State expenditures of LSCA Title I funds, project characteristics were identified that were expected to affect the services and activities LSCA projects provided with Title I funds. The three major characteristics of projects identified were: the administrative agency of the projects, the funding level, and the degree to which projects were targeted toward one or more of the priority groups identified in the legislation. Other factors relating to the funding history of the projects were identified and their relationships to the services of projects investigated, including: the LSCA funding history of the project (e.g., whether or not the project was initiated with Title I funds and whether or not Title I funding was subsequently received every year), and the role of other funding sources in the initiation of project activities (e.g., State and local funding).

Data on the funding history variables identified above were obtained through interviews with LSCA Project Directors. Information on the administrative locus of the projects, [illegible] funding level and targeting status, on the other hand, was gathered prior to selection of the LSCA project sample. Each State Agency was requested to identify the administrative agency and the funding level, and whether or not the activities of each funded project were targeted. This information was then used to stratify the project universe, and a random sample was drawn from each strata. The decision to request this information from the State Agencies was based on two considerations. First, it was felt that this procedure would result in the most accurate classification of LSCA Title I projects. Second, since multiple projects are in some cases reported to the Federal government as a single project activity, the request that each State identify each discrete project activity helped assure that all elements of the project universe would be present prior to sample selection and that their probability of selection would be constant.

Comparisons of State Agency classifications of projects with respect to administrative locus, funding level and targeting, with the data collected during project site visits, were undertaken in order to detect any inconsistencies or erroneous classifications prior to the analysis of the data. These comparisons revealed that in several instances projects were classified incorrectly with respect to targeting. These cases were corrected prior to the analyses.

5.2: Perceptions of Factors Affecting the Use of LSCA Title I Funds

During site visits to the State Agencies, State Agency officials and staff members were asked to identify factors affecting their State's efforts to respond to LSCA Title I priorities (e.g., providing library service to disadvantaged rural populations, extending library service to blind and physically handicapped persons, strengthening the State Library Administrative Agency). Specifically, these individuals were asked to identify factors operating at the Federal, State, and local levels which had significant positive and negative effects on their State's ability to respond to the objectives of LSCA Title I. The data presented in Tables 5.1 through 5.3 summarize the responses of these individuals.

The most frequently cited factors at the Federal level as having had positive effects on State efforts to respond to the Federal objectives were the presence of the LSCA Title I priorities themselves and the existence of Federal dollars. Forty States identified the priorities of the Act and 33 States identified the availability of

TABLE 5.1: PERCEIVED POSITIVE AND NEGATIVE FACTORS AT THE FEDERAL LEVEL AFFECTING ACHIEVEMENT OF LSCA TITLE I OBJECTIVES

FACTORS AFFECTING USE OF LSCA TITLE I	NUMBER OF TIMES CITED(a)	PERCENT OF TOTAL	PERCENT OF STATES CITING FACTOR
Positive Factors			
Availability of LSCA Title I Funds	409	46.5%	76.9%
Priorities of LSCA Title I	218	24.8	63.4
No Positive Factors	165	18.8	42.3
Special Programs Responding to LSCA Title I	53	6.0	17.3
Program is State Based	15	1.7	5.8
Maintenance of Effort Requirement	10	1.1	7.7
Negative Factors			
No Negative Factors	283	41.1	55.8
Inconsistency of Federal Funding	188	27.3	71.2
Unclear Program Goals and Guidelines	47	6.8	19.2
Some LSCA Title I Priorities Not Relevant to States	38	5.5	25.0
Inconsistent Federal Leadership/ Direction	28	4.1	7.7
Multiple Funding Sources	28	4.1	15.4
Multiple Federal Priorities	20	2.9	13.5
Maintenance of Effort Requirement	20	2.9	7.7

(a)Tabulated responses include all State Agency respondents in all 52 States Agencies.

TABLE 5.2: PERCEIVED POSITIVE AND NEGATIVE FACTORS AT THE STATE LEVEL AFFECTING ACHIEVEMENT OF LSCA TITLE I OBJECTIVES

FACTORS AFFECTING USE OF LSCA TITLE I	NUMBER OF TIMES CITED(a)	PERCENT OF TOTAL	PERCENT OF STATES CITING FACTOR
Positive Factors			
No Positive Factors	317	52.0%	53.8%
Availability of State Funding for Similar Purposes	146	23.9	46.2
Existence of Special Service Programs	41	6.7	21.2
Ability of State Agency Staff	27	4.4	13.5
Regional Systems	22	3.6	15.4
Public Information	20	3.3	17.3
Negative Factors			
No Negative Factors	255	38.5	53.8
Legislature Reallocates Funds	145	21.9	53.8
Lack of State Funding	80	12.1	28.8
Lack of Support from Participating State and Local Agencies	71	10.7	34.6
Inadequate Staff Size/Skills	48	7.2	26.9
Public Libraries Are Low State Priority	31	4.7	19.2

(a)Tabulated responses include all State Agency respondents in all 52 States Agencies.

TABLE 5.3: PERCEIVED POSITIVE AND NEGATIVE LOCAL LEVEL FACTORS AT THE LOCAL LEVEL AFFECTING ACHIEVEMENT OF LSCA TITLE I OBJECTIVES

FACTORS AFFECTING USE OF LSCA TITLE I	NUMBER OF TIMES CITED(a)	PERCENT OF TOTAL	PERCENT OF STATES CITING FACTOR
Positive Factors			
No Positive Factors	213	34.4%	55.8%
Support by Local Librarians	198	32.0	65.4
Local Community Support	51	8.2	23.1
Local Library Involvement in Regional Systems	42	6.8	21.2
High Number of Trained Librarians	37	6.0	13.5
Special Programs Responding to LSCA Title I	33	5.3	19.2
Target Groups Easily Identified	25	4.0	15.4
Negative Factors			
No Negative Factors	228	40.0	53.8
Lack of Community Support	99	17.4	46.2
Inadequate Local Funding	77	13.5	32.7
Limited Local Staff Size/Skills	31	5.4	13.5
Difficulty in Identifying Target Area(s)	27	4.7	15.4
Scarcity of Target Population(s)	26	4.6	17.3
Low or Insufficient Local Tax Base	26	4.6	13.5
Local Libraries Have Own Priorities that conflict with LSCA Title I	19	3.3	5.8

(a)Tabulated responses include all State Agency respondents in all 52 States Agencies.

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Federal dollars as the most significant Federal level factors. Respondents expressed the opinion that the Federal government's identification of certain populations (e.g., disadvantaged urban, blind and physically handicapped persons, and institutional populations) as deserving special attention in regard to library service, coupled with the availability of Federal funds to help States address the needs of these populations, were the most significant factors operating at the Federal level to promote library service to these individuals. The Federal level factor cited most often (by 37 of the 52 states) as hindering the State's ability to serve these populations was the inconsistency of Federal funding (e.g., its predictability and the cycle of funding), which takes two forms. First, these States tended to express concern over the fact that the level of Federal funding is not necessarily known prior to Congressional action, thereby confounding efficient planning efforts. But the more significant aspect of this problem is that the Federal allotment, more often then not, is unavailable the first four months of the fiscal year because of late passage of appropriation bills and Federal processing steps that must be taken before the allotments are disbursed. Moreover, many States follow different fiscal year calendars (most often July 1-June 30) and must obligate funds prior to the end of their fiscal year. Then, three months later they are required to provide fiscal and evaluative reports on project results when, in fact, these projects have been in operation for only one fourth of the scheduled year. Many States have circumvented this problem by applying the provision of the Tydings Amendment, allowing the States two years in which to liquidate the allotments. Also, many of the projects are long-term efforts, and the difficulty in reporting evaluative results does not obtain. However, it is also evident that demonstration projects suffer from this cycling problem.

The most significant factor at the State level impacting favorably upon State efforts to respond to the LSCA Title I objectives was the availability of State funds for libraries. Approximately 24 percent of the individuals interviewed at the State Agencies and 46.2 percent of the States indicated that the presence of State aid for libraries was the most important factor influencing State ability to respond to the Federal legislative objectives. The importance of this factor as it relates to the use of LSCA Title I funds is described in more detail later in this chapter.

The State Legislature's power to reallocate Federal funds was identified as the major barrier to State efforts to address the LSCA Title I objectives (53.8% of the

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states). In addition, no or inconsistent support from participating State agencies, such as the Department of Corrections and the Department of Mental Health, was viewed by these professionals as a factor having a negative effect on their ability to respond to the Title I objectives. This was identified as an important factor in approximately 35 percent of the states. A final factor often cited was the absence of a State aid program for libraries.

Factors identified at the local level, and perceived as affecting State efforts in addressing the LSCA Title I objectives, included support from local librarians, community support, and inadequate local funding for libraries. Support from local librarians was viewed as having the most significant positive effect on State efforts, while community support was perceived as both a positive and a negative attribute depending on whether or not it was present in any substantial degree. Inadequate local funding, as one might expect, was perceived as hindering State attempts to serve the populations identified in the Federal legislation. Inadequate local funding prevented local libraries from picking up demonstration projects once Federal funds to support these activities were no longer available. Furthermore, inadequate funding at the local level often hindered attempts to increase the adequacy of library services. Often collections and facilities were deficient and nonprofessional staff operated local library services.

5.3: Factors Affecting the Use of LSCA Title I Funds by States

The tabulated State Agency responses provided important clues as to what factors might be most relevant in accounting for variations in the use of LSCA Title I funds across States. Particularly noteworthy was the importance State Agency personnel attached to the presence/absence of a State aid program for libraries and its attributed effects on State efforts to respond to the LSCA Title I objectives. Other State level factors which were cited both during the structured interview sessions and during conversations with State Agency personnel as influencing State library programs were the restrictions some State legislatures placed on the uses of Federal money and on the discretionary authority of the State Agency in the expenditure of Federal funds. This concern was especially pronounced in those States where the legislature retained, and often exercised, the authority to reallocate Federal funds received by the State Agency. To examine further the effects of these and other factors on State use of LSCA Title I funds, additional analyses were performed, the results of which are presented below.

State Aid Programs

Table 5.4 presents the mean or average percent of LSCA Title I funds expended at the local, regional, and State levels by those States with a State aid program for public libraries and by those States without a State aid program for public libraries. Eleven of the 52 State Agencies visited as part of the study effort indicated that there was no State aid program for libraries at the time of the site visit. Eight of these 11 State Agencies are located in rural States and all but one of the eight are independent agencies, e.g., independent within State government. Compared to States with State aid programs, those States without it have smaller and more widely dispersed populations. The State Agencies within these States also have a smaller percentage of their staffs working in library development than is the case in those States with State aid for libraries.

The data suggest that the presence or absence of a State aid program affects the way in which State Agencies distribute their LSCA Title I funds. States with a library aid program distribute a larger percentage of their LSCA Title I funds to local public libraries than do those States with no State aid program (32.4% and 6.5%, respectively). The same pattern is observed regarding expenditures for regionally operated LSCA Title I supported activities. On the average, States with a State aid program expend approximately 14 percent more of their total LSCA Title I funds at the regional level than do States with no State funding for libraries, and approximately 26 percent more of these funds at the local level.

The data in Table 5.4 indicate that the largest percentage of LSCA Title I funds in those States with no State aid for libraries is spent at the State level. Thus, these data tend to indicate that the absence of a State aid program serves to decrease the distribution of LSCA Title I funds. That is, in those States without any State aid for public libraries, LSCA Title I funds appear more likely to remain at the most centralized library service agency (the State Library Agency) and are used to fund long-term Statewide (State Agency operated) library programs. States without public library aid programs retain nearly twice as much of their LSCA Title I funds at the State Agency. States without State aid programs expend, on the average, approximately 77 percent of their LSCA Title I dollars at the State level.

In Chapter 4, it was suggested that States target a large portion of the LSCA Title I funds received towards library service for the general public, and that a smaller percentage of these funds is targeted towards the priority groups identified

TABLE 5.4: MEAN PERCENT OF LSCA TITLE I FUNDS EXPENDED AT STATE, REGIONAL, LOCAL AND OTHER LEVELS DURING FISCAL YEAR 1978 BY STATE AID

	MEAN PERCENT EXPENDED			
STATE AID	STATE	REGIONAL	LOCAL	ALL OTHER AGENCIES
Yes (41)(a)	36.5%	22.3%	32.4%	8.8%
No (9)(b)	77.2	7.9	6.5	8.4

(a) Number of States in parentheses.

(b) Because of the unique organization of the State Agency in the District of Columbia and Hawaii (they serve both as the State Agency and a local Library) they are eliminated from this analysis.

in the Act. Similarly, smaller proportions are expended on demonstration type activities. The data in Tables 5.5 and 5.6 indicate that the percentage of LSCA Title I funds directed into each of these areas is influenced by the State funding status of the State Agency. In States where a State aid program for libraries is operative, a smaller percentage of the LSCA Title I funds is expended on projects targeted towards general public library service than is the case in States without State aid for libraries. Furthermore, States with a State aid program spend a larger percentage of their LSCA Title I funds on demonstration projects than do States without State aid programs. The expenditure on demonstration projects in those States with State aid for libraries is more than double that found in States without this type of State funding. In contrast, States without State aid programs target a larger proportion of their LSCA Title I funds toward priority populations and approximately 10 percent more of their LSCA Title I funds toward special need populations than do States with State aid programs. They are less densely populated and have larger rural populations than States with State aid programs.

One possible explanation for the contrast in demonstration expenditures by States with and without State funding for public libraries relates to the higher risk, characteristic of demonstration activities. LSCA Title I funds may be thought of as risk money more in those States with State aid for libraries, than in those without this additional financial support. In the latter case, the money received from the Federal government through the LSCA Title I program may be more intergrated into day-to-day operations of statewide library services and, thus, the risks associated with demonstration activities may be too great and play a more decisive role than they do in those States where more financial support is present.

Legislative Constraints

When State Agency respondents were asked to identify factors affecting their State's use of Title I funds to respond to the LSCA Title I objectives, a frequently mentioned factor was the presence of State legislative constraints. To investigate the effects of these constraints on the use of LSCA Title I funds in more detail, data were collected on the perceived presence or absence of various features of the State's constitution and law that might affect how LSCA Title I funds are expended by the State Agencies. Tables 5.7 through 5.9 array the data pertaining to these inquiries.

TABLE 5.5: MEAN PERCENT OF LSCA TITLE I FUNDS TARGETED DURING FISCAL YEAR 1978 BY STATE AID

STATE AID	MEAN PERCENT TARGETED	
	GENERAL PUBLIC	PRIORITY GROUPS
Yes (41)(a)	45.60%	19.83%
No (11)	54.92	28.68

(a) Number of States in parentheses.

TABLE 5.6: MEAN PERCENT OF LSCA TITLE I FUNDS EXPENDED ON DEMONSTRATION PROJECTS DURING FISCAL YEAR 1978 BY STATE AID

STATE AID	MEAN PERCENT EXPENDED ON DEMONSTRATION PROJECTS
Yes (41)(a)	31.59%
No (11)	12.45%

(a) Number of States in parentheses.

TABLE 5.7: MEAN PERCENT OF LSCA TITLE I FUNDS EXPENDED AT LOCAL, REGIONAL AND STATE LEVELS DURING FISCAL YEAR 1978 BY LEGISLATIVE CONSTRAINTS

CONSTRAINT	PERCENT OF LSCA TITLE I FUNDS EXPENDED AT THE LOCAL LEVEL		PERCENT OF LSCA TITLE I FUNDS EXPENDED AT THE REGIONAL LEVEL		PERCENT OF LSCA TITLE I FUNDS EXPENDED AT THE STATE LEVEL	
	CONSTRAINT PRESENT	CONSTRAINT ABSENT	CONSTRAINT PRESENT	CONSTRAINT ABSENT	CONSTRAINT PRESENT	CONSTRAINT ABSENT
Distribution of State Funds on a Formula Basis	27.87% (16)(a)	26.18% (36)	29.55% (16) (a)	15.00% (36)	33.50% (16) (a)	50.07% (36)
Limits on the Amount of Funds that Can be Used by the State Library Agency	31.77 (10)	25.49 (42)	24.45 (10)	18.29 (42)	34.22 (10)	47.53 (42)
Limits on the Discretionary Authority of the State Library Agency in the Expenditure of Federal Funds	30.47 (22)	23.94 (30)	20.83 (22)	18.29 (30)	41.06 (22)	47.84 (30)
The Primary Responsibility for Library Service Support Rests with Local Governments	26.97 (30)	28.97 (20)	20.99 (30)	14.69 (20)	42.44 (30)	49.59 (20)
The State Legislature Retains Authority to Reallocate Federal Funds	26.60 (17)	27.15 (34)	22.14 (17)	17.49 (34)	44.60 (17)	45.31 (34)

(a)Number of States used to compute mean percentages.

TABLE 5.8: MEAN PERCENT OF LSCA TITLE I FUNDS TARGETED DURING FISCAL YEAR 1978 BY LEGISLATIVE CONSTRAINTS

CONSTRAINT	PERCENT OF LSCA TITLE I FUNDS TARGETED TO GENERAL PUBLIC		PERCENT OF LSCA TITLE I FUNDS TARGETED TOWARD PRIORITY GROUPS	
	CONSTRAINT PRESENT	CONSTRAINT ABSENT	CONSTRAINT PRESENT	CONSTRAINT ABSENT
Distribution of State Funds on a Formula Basis	50.76% (16)(a)	46.16% (36)	19.31% (16) (a)	22.77% (36)
Limits on the Amount of Funds that Can be Used by the State Library Agency	56.87 (10)	45.36 (42)	16.44 (10)	22.96 (42)
Limits on the Discretionary Authority of the State Library Agency in the Expenditure of Federal Funds	50.13 (22)	45.70 (30)	19.06 (22)	23.65 (30)
The Primary Responsibility for Library Service Support Rests with Local Governments	49.61 (30)	46.55 (20)	19.39 (30)	23.01 (20)
The State Legislature Retains Authority to Reallocate Federal Funds	50.11 (17)	45.97 (34)	17.25 (17)	24.07 (34)

(a)Number of States used to compute mean percentages.

TABLE 5.9: MEAN PERCENT OF LSCA TITLE I FUNDS EXPENDED ON DEMONSTRATION PROJECTS DURING FISCAL YEAR 1978 BY LEGISLATIVE CONSTRAINTS

CONSTRAINT	PERCENT OF LSCA TITLE I FUNDS TARGETED TO GENERAL PUBLIC	
	CONSTRAINT PRESENT	CONSTRAINT ABSENT
Distribution of State Funds on a Formula Basis	31.18% (16)(a)	25.92% (36)
Limits on the Amount of Funds that Can be Used by the State Library Agency	26.63 (10)	27.76 (42)
Limits on the Discretionary Authority of the State Library Agency in the Expenditure of Federal Funds	22.38 (22)	31.32 (30)
The Primary Responsibility for Library Service Support Rests with Local Governments	26.63 (30)	23.37 (20)
The State Legislature Retains Authority to Reallocate Federal Funds	26.86 (17)	27.27 (34)

(a) Number of States used to compute mean percentages.

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The data suggest that in those States where limits are placed on the amount of funds that can be used at the State Agency, and where the authority of the State Agency in the expenditure of Federal funds is limited by State law, a slightly larger percent of the LSCA Title I funds are expended at the local level on locally operated projects (see Table 5.7). However, whether or not the State Legislature retains the authority to reallocate Federal funds does not appear to substantially affect the percent of LSCA Title I funds State Agencies channel into locally operated project activities.

The percentage of total LSCA Title I funds States expend on regional projects is somewhat larger in those States where limits are placed on the amount of funds that can be used by the State Agency. Furthermore, in those States where law and/or the constitution specify the formula to be followed in dispersing state funds and where library service is specified as being the responsibility of local government, a larger percentage of the LSCA Title I funds is expended on regionally operated projects. The same is true for those States where the State Legislature retains the authority to reallocate Federal funds.

While the previously cited constraints to some extent increase the percentage of LSCA Title I funds States expend on locally and regionally operated projects, these constraints decrease the percentage of Title I funds States spend at the State level. As the data in Table 5.7 suggest, there is an exception to this general trend. On the average, the percentage of a State's LSCA Title I funds expended on State level projects remains approximately the same whether or not the State Legislature has the power to reallocate Federal Funds coming into the State.

Comparisons of States where the legislature restricts the use of Federal funds and the discretionary authority of the State Agency in the expenditure of these funds with States where these constraints are not present, indicate that the existence of these factors affects the expenditures of LSCA Title I funds. A larger proportion of the State's LSCA Title I funds is targeted towards the general public and a smaller percentage of the funds is expended on projects targeted towards the populations identified in LSCA Title I when these constraints are present. For example, in Table 5.8, the data indicate that limits on the amount of money that the State Agency can use and specifications as to the manner in which State funds are to be distributed both correspond to a larger percentage of the State's LSCA Title I funds being targeted towards general public library service. In those States where these constraints are not operative, a slightly larger percentage of the LSCA Title I funds is expended on projects targeted towards such priority populations as the limited English-speaking, institutional populations, blind and physically handicapped persons, and the disadvantaged residing in rural areas (see Table 5.8). It should be noted, however, that regardless of the presence or absence of the legal constraints examined here, the percentage of LSCA Title I funds directed towards these priority groups never exceeds 25 percent of the total expenditures when averaged across all States.

Table 5.9 arrays the final set of tabulations examining characteristics of State law in relation to the use of LSCA Title I funds. These data suggest that the existence of legislative constraints have a mixed effect on State expenditures for demonstration projects. Where State funds are distributed on a formula basis as legislated by law, a larger percentage of State LSCA Title I funds is expended on demonstration projects. On the other hand, where State law limits the discretionary authority of the State Agency in the expenditure of Federal funds, a smaller percentage of the funds States receive through Title I of LSCA is channeled into demonstration activities.

Demonstration and Long-Term Activity Expenditures at State, Regional, and Local Levels

The preceding analyses addressed the impact of State aid and legislative constraints on the use of LSCA Title I funds. The presence or absence of a state aid program for libraries and various constraints by State law and/or constitution affected the expenditures of LSCA Title I funds on demonstration projects. To better understand the use of LSCA Title I funds for demonstration and long-term activities comparisons were made in expenditures on these activities at the State, regional, and local levels during Fiscal Years 1975 and 1978. (See Tables 5.10 and 5.11.) These data indicate that during 1975:

- $11.34 million was expended on long-term activities by State Agencies, or 73.6 percent of all funds expended by State Agencies and 20.9 percent of all LSCA Title I funds expended during that year;
- $5.47 million was expended on long-term activities by regional public libraries, or 48.5 percent of all funds expended at the regional level and 13.1 percent of all LSCA Title I funds expended during that year; and
- $10.46 million was expended on long-term activities by State Agencies, or 44.4 percent of all funds expended at the local level and 19.3 percent of all LSCA Title I funds expended during that year.

In contrast, during Fiscal Year 1978:

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TABLE 5.10: TYPE OF USE OF LSCA TITLE I FUNDS EXPENDED IN FISCAL YEAR 1975 FOR MAJOR RECIPIENTS OF LSCA TITLE I FUNDS*

TYPE OF USE OF LSCA TITLE I FUNDING	LEVEL OF EXPENDITURE (MILLIONS OF DOLLARS)	PERCENT OF TOTAL AMOUNT	PERCENT OF AMOUNT SPENT AT AGENCY LEVEL
	State Library Administrative Agency Projects		
Total, All Types of Uses	$15.41	28.9%	100.0%
Subtotal, Short Term Demonstration Projects	1.50	2.8	9.7
Recipients Continuation Funding Required	0.74	1.4	4.8
Recipients Continuation Funding Not Required	0.76	1.4	4.9
Long Term Project Funding	11.34	20.9	73.6
Formula Project Funding	0.12	0.2	0.8
Cost of Administering the Act	2.45	4.5	15.9
	Regional Public Library Projects		
Total, All Types of Uses	$11.27	20.7%	100.0%
Subtotal, Short Term Demonstration Projects	5.80	10.7	51.5
Recipients Continuation Funding Required	4.30	7.9	38.2
Recipients Continuation Funding Not Required	1.50	2.8	13.3
Long Term Project Funding	3.99	7.4	35.4
Formula Project Funding	1.48	2.7	13.1
	Local Public Library Projects		
Total, All Types of Uses	$23.60	43.3%	100.0%
Subtotal, Short Term Demonstration Projects	13.24	24.4	56.1
Recipients Continuation Funding Required	10.81	19.9	45.8
Recipients Continuation Funding Not Required	2.33	4.3	9.9
Long Term Project Funding	8.56	15.8	36.3
Formula Project Funding	1.90	3.5	8.1

* Other types of agencies not included in this table receive the remaining 7.1 percent of the $54.14M expended in Fiscal Year 1975.

TABLE 5.11: TYPE OF USE OF LSCA TITLE I FUNDS IN FISCAL YEAR 1978 FOR MAJOR RECEIPIENTS OF LSCA TITLE I FUNDS*

TYPE OF USE OF LSCA TITLE I FUNDING	LEVEL OF EXPENDITURE (MILLIONS OF DOLLARS)	PERCENT OF TOTAL AMOUNT	PERCENT OF AMOUNT SPENT AT AGENCY LEVEL
	State Library Administrative Agency Projects		
Total, All Types of Uses	$18.61	31.9%	100.0%
Subtotal, Short Term Demonstration Projects	1.64	2.8	8.8
Recipients Continuation Funding Required	0.86	1.5	4.6
Recipients Continuation Funding Not Required	0.78	1.3	4.2
Long Term Project Funding	14.71	25.2	79.0
Formula Project Funding	0.00	0.0	0.0
Cost of Administering the Act	2.27	3.9	12.2
	Regional Public Library Projects		
Total, All Types of Uses	$13.38	22.9%	100.0%
Subtotal, Short Term Demonstration Projects	5.97	10.2	43.0
Recipients Continuation Funding Required	2.74	4.7	19.7
Recipients Continuation Funding Not Required	3.23	5.5	23.3
Long Term Project Funding	6.18	10.6	44.5
Formula Project Funding	1.22	2.1	8.8
	Local Public Library Projects		
Total, All Types of Uses	$20.53	35.22	100.0%
Subtotal, Short Term Demonstration Projects	8.29	14.22	40.4
Recipients Continuation Funding Required	6.38	10.9	31.1
Recipients Continuation Funding Not Required	1.91	3.3	9.3
Long Term Project Funding	9.45	16.2	46.0
Formula Project Funding	2.78	4.8	13.5

* Other types of agencies not included in this table receive the remaining 9.9 percent of the $58.29M expenditures in Fiscal Year 1978.

- $14.71 million was expended on long-term activities by State Agencies, or 79 percent of all funds expended by State Agencies and 25.2 percent of all LSCA Title I funds expended during that year;
- $7.4 million was expended on long-term activities by regional public libraries, or 40.8 percent of all funds expended at this level and 11.7 percent of all LSCA Title I funds expended during that year; and
- $12.23 million was expended on long-term activities by local public libraries, or 59.9 percent of all funds expended at this level and 20.8 percent of all funds expended during that year.

Library Organization and Extra-Library Factors

To identify other State characteristics that might affect the use of Title I funds, a series of multiple regression analyses were performed.[1/] Variables were entered into these analyses that were expected to account for the differences in the percentage of LSCA Title I funds used at various service levels and for various purposes across the 52 State Agencies. The variables investigated were population density, the State population size, State per capita income, percentage of the State Agency's staff working in library development, level of State funding for State Agency operations, and the presence or absence of a State aid program for libraries. The first three are, perhaps, best thought of as extra-library variables. It was anticipated that certain characteristics of the State resident population would affect the way in which LSCA Title I funds are used. The effect of State aid for libraries has already been examined. However, the objective of including this variable in the present analysis is to assess its relationship with the use of LSCA Title I over that of the other variables and its combined effect with other library organization and extra-library variables.

The data suggested that States without State aid for libraries expend a larger percentage of their LSCA Title I funds at the State level than do those with State aid. The data in Table 5.12 suggest that information on the presence or absence of a State aid program for libraries accounts for seven percent of the variance in percentage of LSCA Title I funds expended at the State Library level during Fiscal Year 1978. Other characteristics accounting for the variation in the percentage of LSCA Title I funds expended at the State Agency level are State population size and population density. Of the two, the former is more strongly associated with percentage of LSCA Title I funds spent at the State level. Population density accounts for very little of the variance in percentage of LSCA Title I funds expended at the State level, and per capita income explains no variation in expenditures at the State Agency level. Percentage of the State Agency staff

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TABLE 5.12: SUMMARY OF REGRESSION ANALYSIS FOR PERCENT OF LSCA TITLE I FUNDS EXPENDED AT THE STATE LIBRARY AGENCY LEVEL DURING FISCAL YEAR 1978 (a)

DEPENDENT VARIABLE: Percent of LSCA Title I Funds Expended at the State Agency Level

INDEPENDENT VARIABLE	R	R^2	R^2 change	r
Population Density	.116	.013	.013	-.116
State Population--1975	.427	.182	.169	-.427
1974 Per Capita Income	.428	.183	.000	-.114
Percent of State Agency Staff in Library Development	.562	.317	.134	-.319
State Aid Program	.622	.387	.071	-.447
Level of State Funding for State Agency Operations	.624	.390	.003	-.015

(a) Since the District of Columbia and Hawaii represent unique organizations in that they are both State and local libraries they are eliminated from this analysis.

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working in library development (rather than operations), explains 13 percent of the variance. Together, the variables explain approximately 39 percent of the variation observed in State expenditures of LSCA Title I funds at the State Agency. A higher percentage of LSCA Title I funds is expended at the State Agency in those States with smaller populations and where the populations are more highly dispersed. A larger percentage of State LSCA Title I funds are retained by the State Agency when the State has a lower percentage of staff members performing in library development tasks and when the State does not have a State aid program for public libraries.

The presentation in Chapter 4 suggested that States expend a substantial percentage of their LSCA Title I funds on projects targeted towards the general public and a smaller percentage on projects targeted towards the priority groups identified in the Act. The results of the analysis presented in Table 5.13 provide additional information about those States targeting a larger percentage of their Title I funds toward general public library services versus those States where a lesser percentage of the LSCA Title I funds they receive is targeted toward the general public. States targeting a larger percentage of their Title I funds toward general public library services are those with wealthier populations (i.e., higher per capita income), a larger percent of State Agency staff members involved in library development tasks, and no State aid for libraries. Of the variables investigated in the analysis summarized in Table 5.13, per capita income accounts for the most variance in percentage of LSCA Title I funds targeted toward general public library service. The two population variables--population density and population size--do not account for any of the variance in percentage of LSCA Title I funds expended on projects directed toward general public library patrons.

Characteristics of States expending a larger percentage of their LSCA Title I funds on demonstration projects include the presence of a State aid program for libraries, a larger population, and a larger percentage of State Agency staff members working in library development, and higher State funding for State Agency operations. The data suggest initially that the manner in which State populations are dispersed (i.e., population density) and the per capita income of residents do not affect the percentage of LSCA Title I funds expended by States on demonstration activities. Combined, the variables examined here explain 11 percent of the variance in reported expenditures for demonstration projects.

TABLE 5.13: SUMMARY OF REGRESSION ANALYSIS FOR PERCENT OF LSCA TITLE I FUNDS TARGETED TOWARDS GENERAL PUBLIC LIBRARY SERVICE DURING FISCAL YEAR 1978(a)

DEPENDENT VARIABLE: Percent of LSCA Title I Funds Targeted Towards General Public Library Services

INDEPENDENT VARIABLE	R	R^2	R^2 change	r
Population Density	.008	.000	.000	.008
State Population--1975	.098	.010	.010	.097
1974 Per Capita Income	.298	.089	.079	.279
Percent of State Agency Staff in Library Development	.324	.105	.016	.103
State Aid Program	.365	.133	.028	-.142
Level of State Funding for State Agency Operations	.365	.133	.000	.077

(a) Since the District of Columbia and Hawaii represent unique organizations in that they are both states and local libraries they are eliminated from this analysis.

Further analysis reveals that population density serves to differentiate the percentage of LSCA Title I funds expended on demonstration projects for that subset of States without a library aid program (see Table 5.14). That is, in those States without a State aid program for libraries, the relationship between population density and the percentage of State LSCA Title I funds expended on demonstrations is very strong, while no such relationship is found in those States with a State aid program (r = .851 and -.06, respectively). Among States without a State aid program, the more densely populated States channel a larger percentage of their LSCA Title I funds into demonstration projects. Other data indicate that these same States target a larger percentage of their LSCA Title I funds toward the special need populations identified in the Act (r = .443), while the density of State population has a negligible effect on the percentage of money targeted towards special populations in those States with a State aid program for libraries (r = .033).

It was suggested above that the percentage of the State Agency staff committed to library development activities (as compared with staff working in library operations) affected the percentage of LSCA Title I funds expended on demonstration projects. Table 5.15 presents data on this relationship, which tend to suggest that as the percentage of State Agency staff in library development increases, there is a corresponding increase in the percentage of LSCA Title I funds directed into demonstration type activities. In other words, as more staff members are available to support demonstration projects, the percentage of the LSCA Title I money spent on these activities increases.

5.4: Factors Affecting the Use of LSCA Title I Funds at the Project Level

Up to this point, the chapter has concentrated on the use of LSCA Title I funds by State Agencies and the characteristics of these agencies and the States in which they operate. Specifically, the presentation has focused on the percentage of the LSCA Title I funds these Agencies expend at various library service levels and on select types of activities. The remainder of the chapter examines the characteristics of LSCA Title I funded projects and their use of Title I funds. The discussion and presentation of data focuses on three characteristics of the projects. The three characteristics are: the administrative (operational) locus of the project, the funding level, and whether or not the project is targeted. These characteristics were also used to stratify the project sample and were expected to differentiate projects with respect to the types of services they provide.

TABLE 5.14: SUMMARY OF REGRESSION ANALYSIS FOR PERCENT OF LSCA TITLE I FUNDS EXPENDED ON DEMONSTRATION PROJECTS DURING FISCAL YEAR 1978

DEPENDENT VARIABLE: Percent of LSCA Title I Funds Expended on Demonstration Projects

INDEPENDENT VARIABLE	R	R^2	R^2 change	r
Population Density	.017	.000	.000	.017
State Population--1975	.194	.038	.038	.192
1974 Per Capita Income	.201	.040	.003	.084
Percent of State Agency Staff in Library Development	.297	.088	.048	.186
State Aid Program	.327	.107	.019	.215
Level of State Funding for State Agency Operations	.387	.150	.043	.191
Population Density x State Aid	.451	.204	.054	.008
State Population x State Aid	.456	.208	.004	.206

TABLE 5.15: MEAN PERCENT OF LSCA TITLE I FUNDS EXPENDED ON DEMONSTRATION PROJECTS DURING FISCAL YEAR 1978 BY PERCENT STATE AGENCY STAFF WORKING IN LIBRARY DEVELOPMENT

PERCENT STATE AGENCY STAFF IN LIBRARY DEVELOPMENT	MEAN PERCENT EXPENDED ON DEMONSTRATIONS
Less Than 10 Percent (28)(a)	21.57%
Between 10 Percent and 19 Percent (13)	26.06%
20 Percent and More (11)	44.49%

(a) Number of States in parentheses.

Direct and Indirect Services of LSCA Title I Project

Projects provide two general types of services direct services and indirect. Direct service refers to the range of activities libraries engage in that are intended to be used by the public, including: making available books, print materials and audio-visual materials, outreach services, and any other activities libraries engage in as part of their provision of services to their users. Indirect services, on the other hand, are those libraries provide to other libraries. They are perhaps more traditionally termed, support services. Examples of indirect services are: interlibrary loan, public information, centralized purchasing and processing, and other activities where the library or librarian is the immediate recipient of the service rather than the user.

The data in Tables 5.16 and 5.17 suggest that the specific types of services projects provided both their users and other libraries receive more or less emphasis depending on the agency administering project activities. LSCA Title I projects administered/operated at the sub-state regional and State Agency levels tend to provide indirect services to a larger extent than do projects administered by local libraries. Consulting services, interlibrary loan, reference and bibliographic services, public information, continuing education for librarians, centralized processing, and telecommunications are services supported by LSCA Title I funds which are found more frequently when projects are administered regionally or at the State Agency level. Thus, LSCA Title I funds are most often used by projects administered at other than the local library to provide support types of services to other libraries in the region or State.

In regard to direct services to library users, no significant differences are found between the use of LSCA Title I funds in projects administered regionally, locally, or at the State Agency, with the exceptions of providing additional books and print materials, additional audio-visual materials, and books-by-mail programs. Projects administered by local public libraries are more likely to use their LSCA Title I funds to provide users with additional books and reading materials than are projects administered by the State Agency and the sub-state regional library. Projects administered by local libraries are also more likely to use their Title I funds to provide their users with additional audio-visual materials than are State or regional projects. On the other hand, books-by-mail programs supported with LSCA Title I funds are administered more frequently by the State Agency or sub-state regional library.

TABLE 5.16: INDIRECT SERVICE BY ADMINISTRATIVE LOCUS FOR FISCAL YEAR 1978 PROJECTS(a)

TYPE OF SERVICE	ADMINISTRATIVE LOCUS		
	SLAA	REGIONAL	LOCAL
Consulting	71.4%** (15)	53.6% (15)	23.5% (12)
Interlibrary Loan, Reference	76.2** (16)	78.6 (22)	31.4 (16)
Public Information	71.4** (15)	57.1 (16)	31.4 (16)
Continuing Education for Librarians	66.7** (14)	71.4 (20)	23.5 (12)
Centralized Processing	33.3* (7)	39.3 (11)	13.7 (7)
Centralized Purchasing	28.6 (6)	39.3 (11)	19.6 (10)
Telecommunications	52.4** (11)	39.3 (11)	13.7 (7)

(a) Percent of projects providing services.
* Chi-square significant at $p < .05$ level.
** Chi-square significant at $p < .01$ level.

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TABLE 5.17: DIRECT SERVICE BY ADMINISTRATIVE LOCUS (a)

	ADMINISTRATIVE LOCUS		
TYPE OF SERVICE	SLAA	REGIONAL	LOCAL
Books-by-Mail	28.6%* (6)	17.9% (5)	3.9% (2)
Bookmobile(s)	9.5 (2)	32.1 (9)	17.6 (9)
Continuing Education	23.8 (9)	21.4 (6)	31.4 (16)
Establish New Library in an Unserved Area	14.3 (3)	10.7 (3)	25.5 (13)
Provide Materials Through Existing Library to Previously Unserved Group Area	52.4 (11)	60.7 (17)1(29)	56.9
Provide Additional Books and Reading Materials	42.9** (9)	50.0 (14)	84.4 (43)
Provide Additional Staff	9.5 (2)	32.1 (9)	27.5 (14)
Provide Additional Audio-Visual Materials	38.1* (8)	64.3 (18)	68.6 (35)
Provide Community-Based and Outreach Services	23.8 (5)	46.4 (13)	43.1 (22)

(a) Percent of projects providing services.
* Chi-square significant at $p < .05$ level.
** Chi-square significant at $p < .01$ level.

Funding Levels of LSCA Title I Projects

The types of services projects offer with their LSCA Title I funds were found to vary with the funding level of the projects.[2/] The services projects provided were compared for projects funded at three levels. Projects funded below $15,000 were classified as low funded projects. Projects funded above $100,000 were classified as high funded projects. Projects funded at levels falling between these two boundaries were considered medium funded projects for purposes of analyses.

The percentage of projects using LSCA Title I funds to provide indirect services increases with the funding level of the projects. That is, projects funded at the higher levels provide more indirect services than projects funded at lower levels. Exceptions are in the categories of centralized processing and purchasing, where the funding level does not significantly differentiate the likelihood of these services being offered by projects funded at different levels (see Table 5.18). The data in Table 5.19 suggest that the level of funding has no impact on the services projects provided to users (direct service) except in the instances of books-by-mail programs and the addition of library staff. In both of these cases, the highest percentage of projects providing these services are projects funded at the highest level (greater than $100,000).

The data tend to indicate, then, that projects receiving the largest sum of funding are those projects providing indirect services to library users (support services to libraries). Furthermore, high funded projects, like a majority of projects funded at lower levels, are likely to use their LSCA Title I funds to provide additional books and reading materials and to provide library materials to previously unserved groups or areas through an existing library. The most frequently cited use of LSCA Title I funds by projects receiving limited funding were the provision of additional books and reading materials and the provision of additional audio-visual materials to their clients. Projects receiving a medium level of funding support are, in many respects, similar to projects receiving larger sums of support. Like the higher funded projects, projects receiving mid-range support are more likely to provide a mixture of indirect and direct services, while a minority of projects funded at the lower level are found to provide just indirect services.

Targeting of LSCA Title I Projects

Comparisons were made between the services provided by targeted and nontargeted projects. Targeted projects were defined as library service activities directed toward one or more of the special need populations identified in the Act.

TABLE 5.18: INDIRECT SERVICE BY FUNDING LEVEL(a)

TYPE OF SERVICE	FUNDING LEVEL		
	LOW	MEDIUM	HIGH
Consulting	24.4%** (11)	53.8% (21)	62.5% (10)
Interlibrary Loan, Reference Bibliographic	35.6** (16)	61.6 (24)	87.5 (14)
Public Information	33.3* (15)	53.8 (21)	68.8 (11)
Continuing Education for Librarians	22.2** (14)	61.5 (20)	75.0 (12)
Centralized Processing	22.2* (10)	30.8 (12)	18.8 (3)
Centralized Purchasing	22.2 (10)	30.8 (12)	31.3 (5)
Telecommunications	13.3** (6)	35.9 (14)	56.3 (9)

(a) Percent of projects providing services.
* Chi-square significant at $p < .05$ level.
** Chi-square significant at $p < .01$ level.

TABLE 5:19 DIRECT SERVICE PROVIDED BY FISCAL YEAR 1978 PROJECTS BY FUNDING LEVEL(a)

TYPE OF SERVICE	FUNDING LEVEL(b)		
	LOW	MEDIUM	HIGH
Books-by-Mail	4.4%* (2)	10.3% (4)	43.8% (7)
Bookmobile(s)	24.4 (11)	15.4 (6)	18.8 (3)
Continuing Education	26.7 (12)	20.5 (8)	43.8 (7)
Establish New Library in an Unserved Area	20.0 (9)	12.8 (5)	31.3 (5)
Provide Materials Through Existing Library to Previously Unserved Group Area	51.1 (23)	53.8 (21)	81.3 (13)
Provide Additional Books and Reading Materials	71.1** (32)	56.4 (22)	75.0 (12)
Provide Additional Staff	11.1 (5)	28.2 (11)	56.3 (9)
Provide Additional Audio-Visual Materials	68.9* (31)	48.7 (19)	68.8 (11)
Provide Community-Based and Outreach Services	40.0 (18)	33.3 (13)	56.3 (9)

(a) Percent of projects providing services.

(b) Low = Less than \$15,000, Medium = \$15,000-\$100,000, High = greater than \$100,000.

* Chi-square significant at $p < .05$ level.

** Chi-square significant at $p < .01$ level.

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The decision to classify projects as targeted or nontargeted was left to the judgment of the State Agency in the State where the projects operated. It was felt that this procedure would avoid erroneous classification, to a great extent, due to the knowledge of personnel at these agencies of project history and activities.

Nontargeted projects were found to be more involved in providing support services to libraries than were targeted projects (see Table 5.20). Nontargeted projects were more likely to offer such indirect services as interlibrary loan, continuing education for librarians, and consulting services to other libraries than were targeted projects. Targeted projects are more involved in providing direct services to library users through such activities as bookmobile programs, the establishment of new libraries in unserved areas, and community based or outreach programs. The data suggest that while a majority of targeted projects used their Title I funds to promote direct services to user populations, a minority of nontargeted projects engaged in this type of activity. Instead, nontargeted projects served users indirectly and LSCA Title I funds were used to assist in these efforts. There were exceptions to this general pattern, however. No significant differences were found between targeted and nontargeted projects with respect to such indirect services as public information and centralized processing and purchasing of materials. Furthermore, a minority of both targeted and nontargeted projects provided books-by-mail and continuing education services for library users with their LSCA title I funds.

In general, the findings reported, comparing project activities of projects administered at different levels, funded at the State, regional, and local levels, and defined as targeting a specific population or not, suggest some overall patterns. The use of LSCA Title I funds to provide indirect services to library users appears to be associated with projects administered at the sub-state regional or State levels and higher funding levels, and an absence of targeting towards specific need groups. Direct service to library users is characterized by projects administered at the local library level, especially in the form of additional library materials (i.e., books, reading materials and audio-visual materials), and more targeting towards specific populations. These are not meant to be interpreted as blanket statements since exceptions to these patterns do emerge (e.g., association between administrative locus and certain direct services); however, these data, and those reported in Chapter 4, do suggest patterns in LSCA Title I funded project services.

TABLE 5.20: SERVICES PROVIDED BY FISCAL YEAR 1978 PROJECTS BY TARGETING(a)

	TARGETED	
TYPE OF SERVICE	YES	NO
Consulting	30.4%* (17)	55.85 (24)
Interlibrary Loan, Reference, Bibliographic	41.1** (23)	69.8 (30)
Public Information	39.3 (22)	58.1 (25)
Continuing Education for Librarians	30.4** (17)	65.1 (28)
Centralized Processing	25.0 (14)	25.6 (11)
Centalized Purchasing	30.4 (17)	23.3 (10)
Telecommunications	17.9** (10)	44.2 (19)
Direct Services		
Books by Mail	14.3% (8)	11.6% (5)
Bookmobile(s)	28.6* (16)	9.3 (4)
Continuing Education	28.6 (16)	25.6 (11)
Establishing New Library in an Unserved Area	30.4** (17)	4.7 (2)
Provide Materials Through Existing Library to Unserved Area	73.2** (41)	37.2 (16)
Provide Additional Books and Reading Materials	87.5** (49)	39.2 (17)
Provide Additional Staff	33.9* (19)	14.0 (6)
Provide Additional Audio-Visual Materials	82.1** (46)	34.9 (15)
Provide Community-Based and Outreach Services	55.4** (31)	20.9 (9)

(a) Percent of projects providing services.
* Chi-square significant at $p < .05$ level.
** Chi-square significant at $p < .01$ level.

Additional analyses were performed to examine, in more detail, the relationships between the services offered by LSCA projects and certain project characteristics. To accomplish this task, data on direct and indirect services provided with LSCA Title I funds were used to create two summated scales. Operationally, the two scales represented the number of direct and indirect services provided by LSCA Title I projects and the variety of services offered. Each scale was subjected to a multivariate analysis along with select project characteristics. The results of these analyses are presented in Table 5.21.

The number and variety of direct services projects provided by their LSCA Title I funds is influenced by the funding level of the projects and whether or not the project is targeted towards a specific population or populations. Targeting stands out as the single best predictor of variation across projects in the number and variety of direct services offered. Targeted projects offer more direct services to library users than nontargeted projects. Information on the targeting status of projects accounts for 20 percent of the variation in direct service over and above the variance explained by administrative locus and funding level.

The local and State funding history of LSCA projects accounts for an additional nine percent of the variation in direct services offered by the projects visited as part of the research effort. Specifically, this information includes responses of project directors concerning whether or not State and/or local funds were used to initiate project activities. Where these funds were used to initiate project activities, a larger number of direct services were currently being provided with LSCA Title I funds. Information concerning project LSCA Title I funding history does not account for any additional variation in direct service to library users provided with LSCA Title I funds. Projects initiated with Title I funds and receiving LSCA Title I funds every year, do not differ significantly from projects not initiated with Title I funds and not receiving funds every year. However, since all projects visited as part of this study received LSCA Title I funding, these findings should not be interpreted as evidence of the success or failure of the LSCA Title I program. Nevertheless, they do point to the importance of local and State initiative.

Administrative locus and level of funding account for approximately 31 percent of the variation in indirect services LSCA Title I projects provide. Projects administered at the State Agency and sub-state regional levels provide more indirect services with their LSCA Title I funds than do projects administered locally,

TABLE 5.21: SUMMARY OF REGRESSION ANALYSIS FOR DIRECT AND INDIRECT SERVICES PROJECT LEVEL DATA USING FISCAL YEAR 1978

DEPENDENT VARIABLE: Direct Services

INDEPENDENT VARIABLE	R	R^2	R^2 change	r
Administrative Locus	.221	.049	.049	.221
Funding Level	.361	.130	.082**	.208
Targeting	.575	.331	.201**	.443
Initiated with State/Local Funds	.651	.424	.093*	(a)
Initiated with LSCA Title I Funds	.653	.426	.002	-.035
Title I Funds Used Every Year	.653	.426	.000	.049

DEPENDENT VARIABLE: Indirect Services

INDEPENDENT VARIABLE	R	R^2	R^2 change	r
Administrative Locus	.482	.233	.233**	-.482.
Funding Level	.555	.308	.075*	.413
Targeting	.559	.313	.005**	-.276
Initiated with State/Local Funds	.574	.329	.017*	.143
Initiated with LSCA Title I Funds	.599	.359	.030	-.200
Title I Funds Used Every Year	.633	.400	.041	.250
Initiated with LSCA Title I Funds	.640	.409	.009	.094

(a)Local money r = .385, state money r = .234.
 * $p < 05$.
** $p < 01$.

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and more indirect services are provided as the funding level of the projects increase. Whether or not projects are targeted does not contribute to our understanding of the variation in the number and variety of indirect services projects offer. Nor do the presence or absence of local matching funds, the process by which funds are distributed, and the LSCA Title I funding history of projects differentiate indirect project activities.

5.5: Chapter Summary

This chapter identified characteristics of States and LSCA Title I projects and examined the relationships between these State and project traits and their use of LSCA Title I funds. The results of the analyses reported here suggest that the use of Title I funds by States are affected by library organization factors and features of the State's resident population. In particular, the dispersion of LSCA funds to State, regional, and locally operated projects was influenced by the presence of a State aid program for libraries. States with a State aid program spend half as much of their Title I funds at the State level as do States without any State aid program. Consequently, States with a State aid program expend more of their LSCA Title I funds on regionally and locally operated projects. Those States with a State aid program for libraries also expend a larger proportion of their LSCA Title I funds on short-term demonstration activities.

Another major finding of the analyses concerns the effects of legislative constraints on the use of LSCA Title I funds. Where State Agency officials perceived the legislatures of their respective States as limiting the authority and flexibility of the State Agency in the expenditures of Federal funds, more of this money was expended on regional and local projects and less on projects operated out of the State Agency itself. Furthermore, these constraints resulted in less LSCA Title I money being spent on projects specifically targeted to priority populations and more of these funds being channeled into activities targeted toward the general public.

The findings from the analyses of the services of LSCA Title I projects tend to suggest that the types of services and activities of these projects are influenced by the administrative locus of the projects and the level at which the projects are funded. Projects administered at the State or regional level contrast with projects administered locally in terms of the types of services and activities they provide with LSCA Title I funds. While a large percentage of State and regional projects use LSCA Title I funds to provide support services to other libraries (indirect services), a much smaller percent of the projects administered by local libraries use their LSCA Title I funds for these services. Instead, projects administered at the local level are most likely to provide direct service to library users (both traditional and nontraditional users) and are very likely to use their LSCA Title I funds to provide additional books and reading materials to their user populations. These additions may involve general collection development or the acquisition of specialized materials. Locally administered projects, to a greater extent than State and regional projects, use their LSCA Title I funding to provide additional audio-visual materials to their clients.

The data presented in this chapter also indicate that projects funded at higher levels that are not targeted toward any of the groups identified in the Federal legislation, are involved to a greater degree in support services to libraries. Targeted projects, on the other hand, offer a larger number and variety of direct services (e.g., books-by-mail, bookmobile service, additional printed and audio-visual materials) than do nontargeted projects.

In summary, the data reported here indicate that certain features of States and LSCA Title I projects affect the way in which LSCA Title I funds are used. However, while some of the variation in the way States and projects use LSCA Title I funds was accounted for by these characteristics, in most instances a large amount of unexplained variation remained. This suggests that there may be a number of unidentified factors potentially accounting for differences in uses of LSCA Title I funds both at the State and project levels. This finding also illustrates once again the diversity characterizing the LSCA Title I Program, which affect LSCA Title I expenditure decisions.

Footnotes

1/Tables presenting the results of these analyses contain a number of symbols. R is the multiple correlation coefficient and provides an indication of the relative strength of a variable when other vriables are held constant. R^2 is the squared multiple correlation coefficient and indicates the percent of variance in the dependent variable (e.g., percent of funds expended by State Library Agencies) explained by the remaining variables in the equation. R^2 Change is the incremental change in explained variation provided for by a single variable in the equation. The symbol r is the simple product-moment correlation between the dependent and each independent variable.

2/Total funding level, not LSCA Title I funding level.

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CHANGES IN LIBRARY SERVICES AND ORGANIZATION RESULTING FROM LSCA TITLE I

This chapter addresses the question of whether LSCA Title I has made a difference in the provision of public library services. Several kinds of change might be potentially attributed to LSCA Title I. One kind is in the presence of new or added services (e.g., outlets, material resources, trained staff, etc.). The change in services might be quite subtle, since it could involve an increase in the quality of a service rather than the creation of a new service. Another possible type of change is organizational in nature. That is, as a result of the Program there may be a better, more efficient, less costly or just mechanism for delivering or managing the delivery of services. With regard to these two general types of change, study findings suggest that LSCA Title I has had a causal role in influencing the creation of new services and improving the quality (adequacy) of existing services, and in influencing the development of new organizations or delivery systems for public library services. The study results presented in this chapter indicate that LSCA Title I has contributed significantly to the development of new public library services. The data also indicate that LSCA Title I funds, when made available, have acted as an important stimulus to public libraries in responding to the priorities of the Act--most substantially in public libraries serving over 100,000 persons. The data also suggest that LSCA Title I has been an important factor in the creation and development of regional systems and networks and that this role is perceived to be a continuing one.

6.1: Methodological Considerations

Attributing changes in library service and organization directly to the LSCA Title I Program is complicated by several factors. First, the long history of the Program makes a comprehensive cataloging of Program products virtually impossible because of the absence of common records or comprehensive evaluations. Second, the priorities of the Program have been expanded since the Library Services Act was passed in 1956. Third, the amount of funds provided through LSCA Title I has consistently comprised only about five percent of the total funding available for the operation and development of public libraries. These three limitations must be borne in mind when interpreting the findings presented here.

These limitations influenced the study methodology. The lack of quantitative retrospective data dictated a heavy reliance on the perceptions of staff members who have worked with the LSCA Title I program at the State and local levels over the Program's history. The many additions in legislative priorities or in areas of emphasis has necessitated a concentration on the time period from 1965 to the present. The relatively small proportion of funds represented by LSCA Title I also dictated heavy reliance on judgments of State Agency staff, LSCA Title I project staff, and public library directors regarding Program effects.

A discussion of impacts of LSCA Title I focuses on change in services, organization, and response to the legislation. Services is a term used in the study to describe the transaction that occurs between the library user and the resources of the library. Measures of services for the purpose of this study are generally framed in the language of the legislation such that a potential target population is identified with a given service. The notion of organization as used in this study refers to the jurisdictional level (State, regional, or local) at which services are carried out and the involvement or lack of involvement of other libraries in providing services.

A distinction has also been made in the study between indirect and direct services. This distinction is best defined as (indirect) activities that immediately benefit the public library (e.g., the determination of the location of resources and/or transfer of those resources to a public library) as opposed to the (direct) provision of service to the public library user.

The primary source of data for this chapter is the public library survey of a nationally representative stratified random sample of public libraries. This approach was undertaken to provide some basis for comparing services offered by public libraries that have received LSCA Title I funds with those services offered by public libraries that have not received LSCA Title I funds directly. In effect, the survey provides a quasi-experimental design to test for significant differences in presence/absence of services responding to the priorities of the Act. It is important to note that receiving LSCA Title I funds was not used as a sampling variable and, because of this, it was not possible to assign public libraries into analytic categories on an a priori basis. The response rate to the mail survey was exceptionally high (see Appendix 1) for surveys of this type, achieving an overall response rate of 96.2 percent. Questions asked in the mail survey focused on two areas: the presence or absence of services responding to priority areas or groups identified in the legislation, and perceived benefits that have accrued to public libraries because of LSCA Title I. Other data sources utilized in this chapter are the data from site visits to the LSCA Title I project sample and to the State Library Agencies.

6.2: The Effect of LSCA Title I Upon Public Library Services

Strong evidence indicates that LSCA Title I has resulted in significant changes in public library services in terms of new services and benefits realized as a result of the Program's legislatively defined priorities. All three data sources support the conclusion that LSCA Title I has brought about changes in public library services. The extent and the directions of change can be estimated in part from each of the three data sources.

Data from State Agencies indicate that State emphases have embraced many of the priority areas and have added new services as a direct result of the LSCA Title I Program. Table 6.1 summarizes the extent to which State Agency staff members reported the availability of new services as a direct result (caused by) of LSCA Title I. Fourteen of the 24 possible new services areas were identified by 75 percent or more of the State Agencies as having been begun as a direct result of LSCA Title I. The most frequently noted new service included introduction of new technology, community outreach, and acquisition of audio-visual materials for nontraditional clients, and continuing education for librarians, each of which was cited by at least 90 percent of the State Agencies. The least frequently noted new services included Reading is Fundamental, career education for the public, adult education, business oriented services, and addition of bilingual staff. The patterns of response indicate that LSCA Title I has been instrumental in strengthening and improving core or basic services rather than creating highly unique and novel services. These patterns also reinforce findings elsewhere in this report regarding the importance of technology and the enlargement of service areas as a means of achieving more cost effective scales of operation.

Public library survey data provide a second important indicator of the extent to which LSCA Title I has produced changes in public library services. A critical

TABLE 6.1: NEW SERVICES RESULTING DIRECTLY FROM LSCA TITLE I

NEW SERVICES	PERCENT OF STATE LEVEL RESPONDENTS CITING SERVICE	PERCENT OF STATES CITING NEW SERVICE
Introduction of New Technology	94.5%	90.4%
Community Outreach	94.5	96.2
Audio-Visual Materials for Nontraditional Clients	93.4	94.1
Nontraditional Library Materials	87.9	88.5
Special Programs for Children	87.8	88.5
Special Programs for Older Readers	86.6	86.3
Services to Deliver Materials to the Homebound	86.1	86.3
Bilingual Materials	85.0	88.3
Public Information and Public Relations	82.8	88.7
Program of Nontraditional Client Services	84.3	82.7
Career Education for Library Professionals	80.0	90.4
Books-by-Mail	79.6	78.8
Information and Referral	79.6	75.0
Literary Programs	76.9	75.5
Special Staff Services	76.8	65.4
Bookmobile Service	76.5	72.5
Adult Basic Education	66.5	64.7
Multicultural Understanding	61.0	58.8
Programs Using Mass Media Programming	58.8	54.9
Career Education for the Public	57.0	56.0
Mixture of Public Interest Programs	55.2	58.0
Environmental Education	40.6	38.8
Reading Is Fundamental	38.5	38.0
Bilingual Library Staff	38.7	40.3
Services to Deliver Materials to Businesses	37.9	37.3

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concern of this study was determining the extent to which LSCA Title I funds and benefits have extended outward to localities. One indicator of this extension is the number of public libraries that have received LSCA Title I funds in the form of grants. As Table 6.2 indicates, only 32.9 percent of all public libraries have received at least one grant since 1965, and only 18.1 percent received direct grant(s) between 1975 and 1979. Considered in isolation, this fact suggests that LSCA Title I has achieved little or no extension in terms of the distribution of funds. However, this is a fallacious conclusion for a number of reasons. First, LSCA Title I funds represent only about 5 percent of the total outlay for public libraries. Second, LSCA Title I funds are not necessarily distributed on a formula basis, that is, the overriding intent is not one of achieving equalization of funding. Third, many public libraries are very small (serving fewer than five to six thousand persons) and operate on a limited basis. Fourth, and most importantly, significant amounts of LSCA Title I funds are utilized by State and regional libraries to provide services to local public libraries. While these local public libraries do not receive direct grants, they do receive a number of LSCA Title I supported services. Moreover, as was reported in Chapter 4, larger public libraries are far more likely to receive direct LSCA Title I grants (in excess of 80% of all libraries serving 100,000 or more persons had received at least one direct grant).

This point is made very clear when the extent of LSCA Title I based perceived benefits is examined. It is very clear that LSCA Title I has achieved a broad base of impacts and changes. Overall, it is estimated that only 473 public libraries (or approximately 6% of the total) serving 3.13 million persons were unable to cite any benefits and new services that were a direct outgrowth of the LSCA Title I Program in their State. As Table 6.3 indicates, it is only among the smallest public libraries that LSCA Title I-caused benefits are not present. The small percentage of public libraries not citing benefits suggests that LSCA Title I has indeed had a widespread influence, much more than the measure of direct receipt of funds would tend to indicate.

The benefits reported to have been caused by LSCA Title I encompass a variety of library services and service related activities. Table 6.4 summarizes these benefits on the basis of whether or not the responding public library had received an LSCA Title I grant since 1965. The data suggest strongly that when public libraries receive LSCA Title I grant(s) they are much more likely to identify a new or improved service (benefit) as having been caused by LSCA Title I. This is explained by the public library's ability actually to spend these funds and the fact that there is

TABLE 6.2: WEIGHTED ESTIMATES OF PERCENT OF PUBLIC LIBRARIES HAVING RECEIVED LSCA TITLE I FUNDS DIRECTLY BY TIME PERIOD(a)

TIME PERIODS FUNDS WERE RECEIVED	PERCENT OF LIBRARIES RECEIVING FUNDS
Received at Least One Direct Grant LSCA Title I Since 1965	32.9%
Prior to 1970 only	0.7
1970-1974 only	1.4
1975-1979 only	18.1
Prior to 1970 and 1970-1974	0.6
Prior to 1970 and 1975-1979	0.7
1970-1974 and 1975-1979	6.3
All Three Time Periods	5.0
Never Received a Direct LSCA Title I Grant	67.1%

(a) A public library could have received more than one grant in each of the time periods.

TABLE 6.3: ESTIMATED NUMBER OF PERSONS SERVED BY LIBRARIES REPORTING BENEFITS AND LIBRARIES REPORTING NO BENEFITS FROM LSCA TITLE I, BY SIZE OF PUBLIC LIBRARY (MILLIONS OF PERSONS)

POPULATION SIZE OF SERVICE AREA	ESTIMATED TOTAL POPULATION SERVED BY LIBRARIES REPORTING BENEFITS	ESTIMATED TOTAL POPULATION SERVED BY LIBRARIES REPORTING NO BENEFITS
Total	197.80	3.13
Greater than 1,000,000	22.96	-0-
25,000 - 1,000,000	45.35	-0-
100,000 - 25,000	32.43	-0-
25,000 - 100,000	56.35	1.05
Less than 25,000	40.71	2.08

TABLE 6.4: PERCEIVED BENEFITS REALIZED FROM THE LSCA TITLE I PROGRAM BY FUNDING STATUS (UNWEIGHTED DATA)

LSCA TITLE I CAUSED BENEFIT	PERCENT OF PUBLIC LIBRARIES NOT RECEIVING LSCA TITLE I FUNDS	PERCENT OF PUBLIC LIBRARIES RECEIVING LSCA TITLE I FUNDS
Improved/new services for the disadvantaged in rural areas	20.0%	50.2%**
Improved/new services for the disadvantaged in urban areas	20.9	55.0 **
New or improved services for the physically handicapped and blind	43.2	65.8 **
New or improved services for the limited-English speaking	20.7	45.4 **
New or improved services for other groups unable to receive library services	24.4	56.1 **
Improved staff skills	37.2	59.6 **
More adequate library services	55.4	82.7 **
Increased access to resources and materials in other libraries	68.0	71.9 **
Increased availability of local funds	7.7	25.3 **
Increased availability of state funds	20.3	37.2 **
Introduction of nontraditional services	28.6	61.6 **
Reached new user groups	26.1	70.4 **
Greater community involvement in library service planning	11.7	38.3 **
Decreased costs resulting from centralized processing	13.4	22.7 *
Enabled this library to increase its use of other Federal funding sources such as the National Encowment for the Humanities	4.2	14.5 **
Increased State Library Administrative Agency role in direct service provision	17.8	38.1 **

* Chi-square significant at $p < 05$. ** Chi-square significant at $p < 01$.

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a greater likelihood that recipient public libraries are more aware of the LSCA Title I Program. Overall, the most often cited benefits reported in the public library survey include:

- Increased access to resources and materials of other libraries (resource sharing) (identified by 70.5% of all public libraries);
- More adequate public library services (identified by 73.7% of all public libraries);
- New and/or improved public library services for the blind and physically handicapped (identified by 57.4% of all public libraries);
- Improved capacity to provide services to new users and groups of users (identified by 55.4% of all public libraries);
- Improved professional skills (identified by 51.9% of all public libraries); and
- Introduction of nontraditional materials (identified by 50.5% of all public libraries).

Three benefits are cited most frequently by all public libraries: increased access to the resources and materials of other libraries, more adequate public library services, and new or improved services for the physically handicapped and blind. Identification of increased access or resource sharing and improved adequacy as major benefits definitely support the finding that the most viable aspect of LSCA Title I has been and is the development and improvement of the public libraries through cooperative and multiple library efforts. While LSCA Title I recipient and nonrecipient public libraries consistently identify a variety of benefits, the data clearly indicate that recipient public libraries identify benefits significantly more often than do nonrecipient public libraries. This difference is most evident in the areas of extending or improving services for the disadvantaged in urban and rural areas, introducing new, nontraditional services, and providing services for new user groups. For these three service or benefit areas, it appears that to be effective LSCA Title I funds must be expended directly by public libraries if the corresponding benefit is to be perceived. Finally, least often cited benefits include: LSCA Title I as a stimulant of State or local funds, decreased costs through centralized processing, use of other Federal funding sources, and involvement of community representatives in the planning of public library services. Although the overall attribution of benefit in the area of stimulating increased local funds is low, it is evident that public libraries receiving direct LSCA Title I grants are far more likely to report increased local funds. The data indicate that in about 25 percent of all instances, LSCA Title I funds produced an increase in local funding, however, the magnitude of this increase is not known.

Both perceived benefits and perceived changes induced by LSCA Title I were questions examined using the Fiscal Year 1978 LSCA Title I project site visit data. These data support observations already made on the basis of the public library survey concerning the kinds of benefits that have accrued to libraries having received LSCA Title I funds (see Table 6.5). Particularly, direct service projects evidence major changes in those areas already identified as areas of high benefit in the public library survey including: extended services to clients normally unable to use the public library (47.9%), extending services to previously unserved persons (50%), and enabling the public library to provide a service it could not provide in the past (60%). The parallel between perceived benefits on the part of the public librarians and the changes perceived by the directors of Fiscal Year 1978 LSCA Title I projects extends to indirect service projects as well. About 90 percent of the directors of projects providing indirect services indicated either major or some change in staff skills and about 90 percent indicated some or major change in improved access to resources in other libraries. Table 6.5 indicates the kinds of changes most likely to result from projects providing direct and indirect services funded with LSCA Title I funds. The indirect service projects (which, as previously noted, tend to be operated at the regional and State Agency levels) were most likely to produce these changes:

- Increased awareness of library services;
- Added new equipment or facilities; and
- Enabled the public library to participate in a statewide program.

Among direct service projects, the changes most likely to be produced were:

- Enabling the library to provide service it could not provide in the past;
- Increasing the number of patrons; and
- Extending services to previously unserved persons.

These data suggest that direct service projects are those most commonly occurring at the local level and that the major changes they have caused are perceived to be in the area of reaching new patrons and persons not served previously. Indirect service projects occur at regional and State Agency level, and tend to provide greater access to materials.

The degrees of change reported by direct and indirect service projects varied according to such project characteristics as funding level, and administrative locus. The degree of change reported by direct service projects seems to be influenced by

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TABLE 6.5: PERCENTAGE DISTRIBUTION OF CHANGES PRODUCED BY FISCAL YEAR 1978 PROJECTS IN DIRECT AND INDIRECT SERVICES(a)

TYPE OF SERVICE	LEVEL OF CHANGE		
	NO	SOME	MAJOR
Direct Service			
Increased Number of Patrons	10.1%(b) (7)	39.1% (27)	50.7% (35)
Extended Services to Clients Normally Unable to Use Library	16.9 (12)	35.2 (25)	47.9 (34)
Extended Services to Previously Unserved Persons	15.7 (11)	34.3 (24)	50.0 (35)
Enabled Library to Provide Service it Could Not Provide in the Past	9.0 (7)	30.8 (24)	60.3 (47)
Provided Services Used by Regular Library Patrons	15.3 (11)	43.1 (31)	41.7 (30)
Indirect Service			
Increased Number of Staff	41.4%(c) (24)	32.8% (19)	25.9% (15)
Improved Staff Skills	10.5 (6)	50.9 (29)	38.6 (22)
Added New Equipment/Facilities	18.6 (11)	35.6 (21)	45.8 (27)
Improved Existing Equipment/Facilities	47.4 (27)	24.6 (14)	28.1 (16)
Provided Access to Resources in Other Libraries	24.6 (14)	35.1 (20)	40.4 (23)
Increased Efficiency of Library Operations	15.8 (9)	42.1 (24)	42.1 (24)
Increased Public Awareness of Library Services	5.1 (3)	37.3 (22)	57.6 (34)
Reduced Cost of Certain Library Services	52.2 (24)	28.3 (13)	19.6 (9)
Improved Management/Administration	36.0 (18)	40.0 (20)	24.0 (12)
Improved Procedures/Operations	10.9 (6)	52.7 (29)	36.4 (20)
Enabled Library to Participate in a Statewide Program	17.0 (9)	35.8 (19)	47.2 (25)

(a) Based on responses of project directors. (b) Percentages based on projects providing direct services or both direct and indirect services. (c) Percentages based on projects providing indirect services or both indirect and direct services.

several factors. Generally, projects funded at higher levels reported a higher incidence of change. Likewise, higher incidence of change tended to be reported by projects that were targeted to address one or more of the priorities of the Act.

There is also evidence suggesting that use of LSCA Title I funds to initiate service and continued use of LSCA Title I to support that service has resulted in a higher incidence of change particularly for projects providing direct services to patrons. Table 6.6 identifies major changes on the basis of the role of LSCA Title I funds in initiating projects and providing continuous support. Data in this table suggest that projects initiated with LSCA Title I funds are more likely to cite major changes than are projects receiving LSCA Title I funds subsequent to the start of project activities. This is particularly true of changes that permit a public library to extend services to new and unserved groups with special needs. Among projects receiving continuous LSCA Title I funding, this same trend is evident. As Section 6.4 points out, a similar trend is evident among public libraries.

Table 6.7 presents the level of benefits perceived to have been provided by the sample of LSCA Title I projects. While the list of benefits may be narrowly stated, the response is probably indicative of the areas of change most impacted by LSCA Title I--strong emphasis on materials development, special materials development, and resource sharing. Where these changes are occurring most frequently is indicated in Table 6.8. There is a higher incidence of materials development at local and regional levels, and resource sharing benefits are more likely to occur at State and regional levels. The funds associated with these State and regional projects tend to show that higher funding levels are associated with projects indicating resource sharing as a benefit (see Table 6.9). Higher funding levels would logically be associated with interlibrary loan and systems oriented projects with higher investment in equipment and staff. Data presented in Chapter 4 indicate the long term nature of these types of projects.

6.3: The Effects of LSCA Title I on the Management and Organization of Public Library Services

Data on two areas of organizational change have been influenced by LSCA Title I: the growth of State Library Administrative Agencies and the development of regional systems and networks. Each represents a significant shift in the way library services are delivered to the public. Within the history of the Act, the predominatly local focus of public library services has begun to shift to larger units of services--regional systems and Statewide services. There has also been a

TABLE 6.6: PERCEIVED MAJOR CHANGES IN DIRECT SERVICE BY LSCA TITLE I FUNDING STATUS(a)

TYPE OF CHANGES	PROJECT INITIATED WITH LSCA TITLE I FUNDS		LSCA TITLE I FUNDS USED EVERY YEAR	
	YES	NO	YES	NO
Increased Number of Patrons	54.3%[b] (25)	50.0% (9)	58.7% (27)	35.0% (7)
Extended Service to Clients Normally Unable to Use Library	58.7[c] (27)	31.6 (6)	57.4* (27)	25.0 (5)
Extended Service to Previously Unserved Persons	60.9[d] (28)	31.6 (6)	60.9* (28)	25.0 (5)
Extended the Library to Provide Services it Could not Provide in the Past	58.0 (29)	68.2 (15)	63.0 (34)	55.0 (11)
Provided Services Used by Regular Patrons of the Library	40.4 (19)	50.0 (10)	44.0 (22)	44.4 (8)

(a) Percentages based on projects providing direct service and both direct and indirect service.

(b) Percent indicating major change.

(c) Corrected Chi-square equal 2.95, $p < .08$, Chi-square equal 3.96, $p < .05$.

(d) Corrected Chi-square equal 3.52, $p < .06$, Chi-square equal 4.62, $p < .05$.

* Chi-square significant $p < .05$.

TABLE 6.7: RECEIVED BENEFITS OF FISCAL YEAR 1978 PROJECTS

BENEFIT	BENEFIT LEVEL		
	PRIMARY	SECONDARY	NO BENEFIT
Increase in Library Materials	64.3%	21.4%	14.3%
Decreased Cost by New Technology	10.5	11.6	77.9
Addition of Special Materials	53.1	18.4	28.6
Expansion of Bibliographic Resources	26.0	17.7	56.3
Expansion of Interlibrary Loan Network	31.6	26.3	42.1
Increased Sharing of Resources	53.1	19.4	27.6

TABLE 6.8: PERCEIVED BENEFITS OF FISCAL YEAR 1978 PROJECTS BY ADMINISTRATIVE LOCUS(a)

BENEFIT	ADMINISTRATIVE LOCUS		
	SLAA	REGIONAL	LOCAL
Increase in Library Materials	45.0%* (9)	57.1% (16)	76.0% (38)
Decreased Cost by New Technology	20.0 (4)	14.8 (4)	4.2 (2)
Addition of Special Materials	35.0* (7)	42.9 (12)	66.0 (33)
Expansion of Bibliographic Resources	40.0 (8)	21.4 (6)	22.9 (11)
Expansion of Interlibrary Loan Network	60.0** (12)	42.9 (12)	12.8 (6)
Increased Sharing of Resources	85.0** (17)	67.9 (19)	32.0 (16)

(a) Percentage of projects indicating primary benefit.

* Chi-square significant at $p < .05$ level.

** Chi-square significant at $p < .01$ level.

TABLE 6.9: PERCEIVED BENEFITS OF PROJECT BY FUNDING LEVEL (a)

BENEFIT	LEVEL OF FUNDING		
	LOW	MEDIUM	HIGH
Increase in Library Materials	74.4% (10)	53.8% (21)	62.5% (32)
Decreased Cost by New Technology	6.3 (3)	15.8 (6)	7.3 (1)
Addition of Special Materials	60.5 (26)	51.3 (20)	37.5 (6)
Expansion of Bibliographic Resources	14.3** (6)	34.2 (13)	37.5 (6)
Expansion of Interlibrary Loan Network	9.8* (4)	42.1 (16)	62.5 (10)
Increased Sharing of Resources	37.2* (16)	59.0 (23)	81.3 (13)

(a) Percentage of projects indicating primary benefit.

* Chi-square significant at $p < .01$ level.

** Chi-square significant at $p < .07$.

concurrent, though modest, shift in the sources of revenues to support public libraries. The States, and to a far more limited extent the Federal government, have increased their share of the cost of public library services. Planning initiatives are shifting from the solution of immediate local needs to the solution of broader Statewide needs. As this section demonstrates, LSCA Title I has assumed a significant role in enabling the States to grow and develop.

Changes in the role of State Agencies brought about by LSCA Title I funds cannot be overestimated. The availability of LSCA Title I funds in many States without State funding for public libraries not only provides a rationale for the existence of the Agency, it also provides the revenue to maintain many State Agency operations. Typically, State Agencies have evolved from special libraries serving a limited clientele in State government or providing other specialized services to planning, management, administrative, and service agencies responding to Statewide needs. The receipt and use of LSCA Title I funds either to provide services directly by the State Agency or to distribute funds to local jurisdictions has underwritten the growth of many of these agencies during the early history of the Program. In this respect, there is no doubt that LSCA Title I has played a significant role. In the last 10 years, however, the growth of State Agencies and the services provided by them have been increasingly determined by the growth of State funding for public library development and support. State aid to local jurisdictions for public libraries has grown from $40 million in 1970 to over $118 million in 1979. The administration of these funds has increasingly become a major factor in the growth and organization of State Agencies and has begun to overshadow the influence of LSCA Title I. Concurrently, significant growth has occurred in the creation of sub-State service areas--regions--and it is here that LSCA Title I has been instrumental in generating a second major form of organizational change.

Table 6.10 indicates the effect of LSCA Title I in improving administration and management activities of State Agencies. The strongest areas of effect upon State Agencies cited as being effective or highly effective by State Agency respondents include:

- Administration of Statewide programs (receiving an average rank of 3.5);
- Planning efforts relating to public library services (receiving an average rank of 3.2); and
- Determining the service needs of public libraries (receiving an average rank of 3.1).

TABLE 6.10: PERCEIVED EFFECTIVENESS OF TITLE I IN IMPROVING MANAGEMENT ACTIVITIES OF STATE LIBRARY ADMINISTRATIVE AGENCIES

AREAS OF ADMINISTRATIVE/ MANAGEMENT IMPROVEMENT	OVERALL MEAN STATES	RURAL STATES	URBAN STATES	HIGH POVERTY STATES	LOW POVERTY STATES
Determining the Library Needs of Special Client Groups	3.0	2.9	3.0	3.2	2.7
Determining the Library Needs of the General Public	2.8	2.9	2.6	2.8	2.8
Determining the Library Needs of Public Libraries	3.1	3.1	3.0	3.2	3.0
Planning Public Library Services	3.2	3.1	3.2	3.1	3.2
Administration of Statewide Programs of Services	3.5	3.6	3.5	3.5	3.5
Monitoring of Grants and Projects	2.8	2.8	2.8	2.9	2.7
Evaluation of Grants and Projects	2.7	2.7	2.7	2.8	2.6
Cost-effective Management of Library Programs	2.4	2.5	2.2	2.5	2.3
Integration of Special Client Group Needs Into the Mainstream of Library Services	2.7	2.5	2.9	2.7	2.8

Data from interviews with legislative staff persons and Chairpersons of LSCA Advisory Councils tend to support these points. However, other areas of administrative and management activity have not been so positively improved. State Agency staff members did not judge LSCA Title I to have had a significant effect on the ability of State Agencies to determine the needs of the public, engage in grants management activities, and conduct program evaluations. These activities require resources, and it may be that this fact has limited the effect of LSCA Title I. These patterns also suggest that many State Agencies are more likely to be oriented toward providing indirect services to public libraries than toward providing direct services to users. Moreover, there are no significant variations among rural and urban States and States with high and low poverty levels.

Perhaps the most significant area of organizational change attributable to LSCA Title I has been in the creation of systems of libraries at the State, regional, and local levels. Previous chapters have indicated that about one-third of all LSCA Title I funds are expended by regional systems or networks. Furthermore, these types of projects evidence a high degree of expenditure on staff and tend to be continuing as opposed to short-term projects.

Data concerning the establishment of library systems indicate that LSCA Title I has played a very significant role in the development of this new structure for delivering public library services. Table 6.11 indicates the number of different types of public library systems begun with LSCA Title I, which apparently has had a substantial influence on their development. In each of the five year time periods since 1965, three-fifths or more regional systems established by the States were begun in part or whole using LSCA Title I funds. This same trend is also characteristic of Statewide and local public systems.

The role of LSCA Title I in the establishment of public library systems in urban, rural, high poverty and low poverty States is also notable. Overall, the percentage of public library systems established in urban and rural States has been relatively even except for the time period 1975-1979, and LSCA Title I funds were used to establish over 50 percent of all systems throughout this time period (Table 6.12). During this most recent period, LSCA Title I funds were used to establish 72.3 percent of all library systems in rural States but only 29.7 percent of all systems in urban States. This same pattern characterizes high and low poverty States, but to a lesser degree (62.7% in high poverty States and 48.1% in low poverty States).

TABLE 6.11: DISTRIBUTION OF PUBLIC LIBRARY SYSTEMS ESTABLISHED SINCE 1965 (a)

TYPE OF PUBLIC LIBRARY SYSTEM	TIME PERIOD 1965-1969	1970-1974	1975-1979	TOTAL NEW SYSTEMS ESTABLISHED SINCE 1965	PERCENT OF ALL SYSTEMS ESTABLISHED WITH LSCA TITLE I FUNDS
Total All Systems	297 (45)	179 (37)	103 (30)	579	
Total 'LSCA I' Systems	167 (30)	136 (29)	57 (15)	360	62.1%
Total Statewide Systems	45 (7)	24 (7)	7 (7)	76	
'LSCA I' Statewide Systems	19 (3)	17 (20)	3 (1)	39	51.3
Total Regional Systems	153 (21)	121 (21)	80 (15)	354	
'LSCA I' Regional Systems	96 (16)	105 (18)	49 (10)	250	70.6%
Total Local Systems	99 (17)	34 (10)	16 (8)	149	
'LSCA I' Local Systems	52 (11)	14 (6)	5 (4)	71	47.7%

(a)Numbers of States reporting systems in each category is shown in parentheses.

TABLE 6.12: DISTRIBUTION OF LIBRARY SYSTEMS ESTABLISHED WITH LSCA TITLE FUNDING BY TYPE OF STATE (a)

	1965-1969				1970-1974				1975-1979			
TYPE OF SYSTEM	RURAL STATES	URBAN STATES	HIGH POVERTY STATES	LOW POVERTY STATES	RURAL STATES	URBAN STATES	HIGH POVERTY STATES	LOW POVERTY STATES	RURAL STATES	URBAN STATES	HIGH POVERTY STATES	LOW POVERTY STATES
Total All Systems	157	140	138	159	91	88	94	85	66	37	51	52
Total 'LSCA I' Systems	83 (52.8)	84 (60.0)	74 (53.6)	93 (58.5)	72 (79.1)	69 (78.4)	57 (60.6)	78 (91.8)	48 (72.3)	11 (28.7)	32 (62.7)	25 (48.1)
Total Statewide Systems	26	19	26	19	5	19	5	19	5	2	5	2
'LSCA I' Statewide Systems	2 (7.8)	17 (84.5)	2 (60.0)	17 (100.0)	3 (100.0)	19 (100.0)	5 (100.0)	19 (100.0)	5 (100.0)	0 (0.0)	1 (20.0)	2 (100.0)
Total Regional Systems	65	88	64	89	63	58	58	63	50	30	35	45
'LSCA I' Regional Systems	56 (86.2)	40 (45.4)	45 (70.3)	51 (57.3)	57 (90.5)	48 (82.8)	49 (84.5)	56 (88.9)	39 (78.0)	10 (33.3)	30 (85.7)	19 (42.2)
Total Local Systems	66	33	48	51	23	11	31	3	11	5	11	5
'LSCA I' Local Systems	25 (37.9)	27 (81.0)	27 (56.3)	25 (48.0)	12 (52.2)	2 (18.2)	3 (9.7)	3 (100.0)	4 (100.0)	1 (20.0)	2 (18.2)	3 (60.0)

(a)Numbers in parentheses represent percent of systems begin with LSCA Title I funds.

The role of LSCA Title I in establishing regional public library systems in differing types of States is more striking.[1/] During the periods 1965-1970 and 1975-1979, LSCA Title I was utilized far more extensively to establish regional public library systems in rural and high poverty States. For example, in 1965-1969, LSCA Title I funds were used to establish 86.2 percent of all regional systems in rural States and only 45.4 percent of all regional systems in urban States. Similarly, 70.3 percent of all regional library systems in high poverty and 57.3 percent in low poverty States were established using LSCA Title I funds. During 1975-1979 this pattern was repeated. Clearly, rural and high poverty States appear to have been more dependent upon this outside funding source to stimulate regional library system development. While the number of new library systems established over time has declined, it is likely that the States have reached a point where the emphasis would naturally be placed on maintaining existing systems rather than on establishing new systems. As noted earlier, the data tend to support this observation. Also, some States had systems in place prior to 1965. Moreover, analysis of fiscal information indicates a shift at the regional level away from demonstration expenditures toward investment in long operational support of these systems.

Not only has LSCA Title I contributed significantly to the establishment of systems of public libraries, it has also acted to stimulate reliance upon these system arrangements. As Table 6.13 indicates, 87.3 percent of all State Agencies indicated that LSCA Title I had resulted in increased reliance on regional systems. Increased reliance on library networks including those involving nonpublic libraries was cited by 94.3 percent of all State Agency respondents. The nature of this reliance is explained when data collected during the site visits to LSCA Title I projects are examined. First, the extremely high incidence of specific indirect services of projects at State and regional levels is notable. About 76.2 percent of the projects at the State Agency and 78.6 percent of the projects of a regional nature provided some form of resource sharing service including interlibrary loan and/or reference services. Over one-third of LSCA Title I projects at the State and regional levels provided some form of centralized service (i.e., purchasing of library materials or processing of library materials). The heavy investment of LSCA Title I in these areas, especially in terms of ongoing staff salaries, reinforces the point that LSCA Title I has assumed a substantial role in generally developing and supporting public library systems, generally and more especially regional public libraries.

TABLE 6.13: CHANGES IN THE ORGANIZATION OF PUBLIC LIBRARY SERVICES RESULTING FROM LSCA TITLE I

TYPE OF ORGANIZATIONAL CHANGE	PERCENT OF STATE RESPONDENTS AGREEING
Creation of Regional Public Library Systems	75.3%(a)
Increased Reliance on Regional Public Library Systems	87.3
Increased Reliance on State Library Resources	72.1
Increased Reliance on Urban Library Resources	82.7
Increased Reliance on Library Networks(b)	94.3

(a) Percent of all respondents in State Agencies agreeing with statement.

(b) Including multitype library networks.

6.4: LSCA Title I and Local Public Library Response to the Priorities of the Act

As a funding source, LSCA Title I represents but five percent of the total outlay for public libraries. This presents a barrier to determining the extent to which there has been a national response to Congressional priorities. Specifically, has LSCA Title I assumed a role in providing services to the disadvantaged, handicapped, institutionalized, and other priority groups? If it has, how important has LSCA Title I been in these efforts, and what is its current role? The public library survey provides a basis for statistically estimating the extent to which LSCA Title I has been a catalyst in producing changes in public library services and the extent to which it is now pivotal in maintaining those services once they are in place.

To answer these questions, public library survey data were used to estimate the numbers of public libraries that have developed a specific service or set of services responding to each of the priorities of the act, whether or not these services were begun or are currently supported with LSCA Title I funds. These measurements were then statistically weighted to produce estimates of the overall or national magnitude of effects of the LSCA Title I Program. Table 6.14 presents these estimates of the extent to which LSCA Title I has influenced or caused changes in public library services that respond to the LSCA Title I priorities. These data reveal several very important facts about the public library response to the priorities of the Act.

First, specialized services specifically addressing the priorities of the Act are not pervasive. In only two instances--services to the blind and physically handicapped (reported by 40.2% of all public libraries) and to other special groups not specifically cited in the legislation (reported by 37.9% of all public libraries)--did more than one-third of all public libraries report that they provided specialized service for only particular groups. Least often reported were services responding to urban needs (which is not surprising because the vast majority of public libraries serve small rural and suburban areas) and services responding to residents of State supported institutions (also not surprising because State Agencies and institutions assume primary responsibility for providing these services). The important point, however, is that while there has been relatively significant response (40.2% of all public libraries which translates into approximately 3,700 public libraries), significant room for expansion and improvement may be suggested. This does not mean that every public library should provide specialized services for

TABLE 6.14: CHANGES IN PUBLIC LIBRARY SERVICES RESPONDING TO LSCA TITLE I PRIORITIES AND THE ROLE OF LSCA TITLE I FUNDS IN STIMULATING AND SUPPORTING SERVICES RESPONDING TO PRIORITIES (a)

PRIORITY AREA	PERCENT OF PUBLIC LIBRARIES PROVIDING SERVICES	PERCENT OF PUBLIC LIBRARIES PROVIDING SERVICE AND STARTED SERVICE WITH LSCA TITLE I	PERCENT OF PUBLIC LIBRARIES PROVIDING SERVICE AND USING LSCA TITLE I TO SUPPORT SERVICE	PERCENT OF PUBLIC LIBRARIES PROVIDING SERVICE THAT NEED LSCA TITLE I TO START SERVICE ARE USING LSCA TITLE I TO CONTINUE
Extending services to unserved rural residents	30.8%	34.0%	22.7%	53.7%
Extending services to unserved urban residents	14.5	31.6	20.4	45.5
Extending services to disadvantaged in rural areas	26.5	37.9	25.1	51.9
Extending services to disadvantaged in urban areas	15.2	23.7	17.9	38.9
Providing services for limited English-speaking	21.2	22.5	20.8	64.0
Providing services for residents of State institutions	13.1	14.9	13.8	74.7
Providing services for blind and physically handicapped	40.2	20.8	12.8	44.5
Providing services for national or regional resource centers	13.0	33.7	30.0	70.3
Providing services to other special groups	37.9	30.7	21.7	56.1
Improving services in areas of inadequate services	32.7	41.0	26.4	53.3

(a) Percents are based on weighted estimates.

each of the LSCA Title I priority groups, because not all public libraries are located near a State supported institution and not all are faced with this responsibility.

The second fact present in these data is that LSCA Title I funds have not been used extensively by local public libraries to start specialized services to address the needs of priority groups cited in the Act. In no priority area have more than 41 percent of the public libraries providing a corresponding specialized service utilized LSCA Title I funds to begin the service. This pattern reinforces the trend shown in the LSCA Title I Project data that LSCA Title I is used to augment or build an existing service. While not extensive (e.g., in excess of 50% or 60%), the number of public libraries using LSCA Title I funds to initiate specialized services responding to LSCA Title I priorities is, nevertheless, substantial, especially given the fact that only 32.9 percent of all public libraries are estimated to have received direct LSCA Title I funds.

This is particularly true of the response to the need to improve inadequate public library services. Of the 32.7 percent of all public libraries taking specific action to address this need, an estimated 41 percent used LSCA Title I funds. In other words, of the estimated 2,600 public libraries taking this action, some 1,063 used LSCA Title I funds to initiate these actions. Similarly, of the 2,100 public libraries responding to the priority to extend services to disadvantages persons in rural areas, an estimated 796 used LSCA Title I funds to start the service(s).

In only one priority area--providing services to the blind and physically handicapped--is there any indication that LSCA Title I funds were used to start a specific service or set of services at a disproportionately lower rate than the presence of those services. It is estimated that only 20.8 percent of all the public libraries providing service(s) for the blind and physically handicapped utilized LSCA Title I funds to initiate those services, yet this is one of the priorities with the greatest frequency of response. A very likely explanation for this is the presence of the Library of Congress's National Library Services for the Blind and Physically Handicapped (NLS).

These data provide a third indication of the LSCA Title I role in the provision of public library services in response to the priorities of the Act. Specifically, among public libraries providing such services, fewer than 30 percent are currently using LSCA Title I funds to provide partial or full support of that service (services by a metropolitan library acting as a national or regional resource center). Thus, the numbers of public libraries using LSCA Title I funds to support their response to a priority of the Act are low relative to the overall response to the priorities. This finding is important in that it again supports the fact that LSCA Title I is utilized to change, modify or otherwise adjust an existing service. More importantly, it is consistent with the relatively low amount of funds available at the local level through the Program. As the following discussion suggests, however, this pattern is not necessarily consistent with the expectation that LSCA Title I funds be used to demonstrate or otherwise assist in the implementation of changes in services.

The fourth indicator of the LSCA Title I role in public library response to the priorities of the Act is the extent to which LSCA Title I funding is utilized to continue services once they are begun with an LSCA Title I grant. Table 6.14 indicates that substantial numbers of public libraries initiating a service responding to an LSCA Title I priority also continue to utilize LSCA Title I to support the services. As was pointed out earlier, public libraries have responded in a substantial way to the priority to serve the blind and physically handicapped and the priority to provide services to other groups not included specifically in the legislation. Yet among public libraries using LSCA Title I to respond initially to these two priorities, 44.5 percent (295 of 663 libraries) and 56.1 percent (542 of 966 libraries) respectively are currently utilizing LSCA Title I funds to support those services. Although the number of public libraries being discussed here is small in comparison to the total (e.g., 295 public libraries represent approximately 4% of all public libraries), they represent a significant number of public libraries receiving LSCA Title I funding. For example, among public libraries responding to the priority to serve the blind and physically handicapped, it is estimated that 408 now use LSCA Title I to support those services. Of those 408, 295 or 72.3 percent had also used LSCA Title I to begin the service. This same point applies to all of the priority areas and suggests that a form of dependence upon LSCA Title I funding has developed, thus raising a question about the effects that removal of LSCA Title I funds from these libraries might have.

Thus, it appears that within the situational and fiscal constraints public libraries must contend with, the priorities of the Act have been responded to, LSCA Title I has not been a significant source of support of those services solely on use of funds, and LSCA Title I does not assume a disproportionately high burden in supporting those services currently, particularly among public libraries that need LSCA Title I funds to respond to the Act. These data do not provide any definitive indicators of the effects that removal of funds might have, although the LSCA Title

I project site visits suggest that, at a minimum, services would be continued at a reduced level. Whether or not that reduction would adversely affect the public library user is a far more complex issue.

6.5: Chapter Summary

LSCA Title I has induced a wide variety of changes in services provided by public libraries and the organization of agencies that provide those services. Given the level of funding for the Program and the amount of funds distributed to local public libraries ($20.53 million or 35.2% of the total distributed during Fiscal Year 1978), LSCA Title I funds have assumed a substantial though not significant role in the development of services directly responding to LSCA Title I legislative priorities. LSCA Title I has also contributed substantially to improving State Agencies in some areas of administration and management.

LSCA Title I has had far reaching influence on public library services. Only 6 percent of the nation's public libraries (serving 3.13 million persons) were not able to cite at least one benefit (change in services or introduction of a new service) that resulted from the LSCA Title I Program. In not one instance did public libraries that received a direct LSCA Title I grant also fail to identify benefit(s). Yet, only 32.9 percent of all public libraries have received at least one direct LSCA Title I grant through their State Agency since 1965. Benefits most often cited were increased access to resources of other libraries (resource sharing through regional and multitype library systems); more adequate public library services (improved staff and print/nonprint resources). Further, public libraries receiving LSCA Title I grants were more likely to report that one benefit of the LSCA Title I Program was increased availability of local funds, although this trend characterized only 25 percent of the public libraries receiving direct LSCA Title I grants.

The benefits reported most often by public library directors included shared access to library materials, more adequate public library services, and the provision of services to blind and physically handicapped persons. In addition to these benefits, State Agency data indicate that a variety of new services and capabilities have been introduced as a direct result of LSCA Title I including: the introduction of new technology, development of community outreach services, acquisition of audio visual materials for nontraditional library clients and continuing education for librarians. New services least often cited were those involving programs not traditionally falling within the scope of public library services (e.g., environmental education, career education, business-oriented services). An adjunct point is that among the sample of Fiscal Year 1978 LSCA Title I projects visited in this study, those started with LSCA Title I funds were more likely to result in significant changes in services to the public than were activities that received LSCA Title I funding subsequent to their being started. Moreover, when LSCA Title I projects are operated at the local level, they are more likely to produce significant changes in services.

LSCA Title I has also induced changes in the managerial and administrative capacities of the State Agencies. Major LSCA Title I influenced changes included the administration of Statewide programs of services, determining the needs of public libraries, and planning programs for public library services. LSCA Title I has had a lesser influence on State Agency evaluation efforts, intergration of special clientele library needs in the mainstream of public library services and increasing the cost effectiveness of public library services.

Perhaps the most significant area of change induced and/or significantly contributed to has been in the establishment of regional systems of public libraries. Since 1965, LSCA Title I funds have been directly involved in the establishment of 62 percent of 579 Statewide, regional and local library systems. The heaviest area of involvement has been at the regional level where LSCA Title I funds were used in establishing 70.6 percent of these systems. This involvement has been more marked in rural States and States having high relative poverty levels. Moreover, States have invested significant amounts of funds in the development and operation of systems of libraries. During Fiscal Year 1978, $67.06 million or 28.76 percent of all LSCA Title I and State funds were expended by regional library systems. Lastly, 75.3 percent of all State Agency respondents agreed that LSCA Title I had been instrumental in establishing regional public library networks and 87.3 percent agreed that it had also resulted in increased reliance on regional system resources.

Whether LSCA Title I has been instrumental in the establishment of public library services responding to the priorities of the Act is a complex question. Public libraries have, in the main, responded to these priorities using their own resources, although not overwhelmingly. In only one priority area--blind and physically handicapped persons--have as many as 40 percent of all public libraries responded by providing specific services. Where public libraries have responded with specific services, in only three instances--improving inadequate services (41%), extending services to disadvantaged persons in rural areas (37.9%), and providing services in a regional or national resource center (33.7%)--did more than one-third of these libraries utilize LSCA Title I funding to start the services. However, among those public libraries using LSCA Title I to start these services, generally over half continue to use those funds as a source of support. LSCA Title I has been used to start responsive services, but it also continues to be used to support these services; a finding that appears to agree with the analysis of uses of funds presented in Chapter 4.

Footnotes

[1] The time period 1970-1974 presents a mild analytic anomaly in that there is only minor variation in the establishment of public library systems using LSCA Title I funds when examined using these States typologies. There is no ready explanation for this pattern.

7

EFFECTS OF LSCA TITLE I ON THE COVERAGE AND ACCESSIBILITY OF PUBLIC LIBRARY SERVICES

"The Library Services and Construction Act (LSCA) provides assistance to the States to extend public library services to areas where they do not exist and to improve these services where they are inadequate."[1] This basic objective has remained as the central focus of the legislation since the day it was signed into law in its original form in June of 1956. Since then the law has undergone many changes to articulate this objective further. In one form or another, the response to this objective has meant a) increasing the accessibility of public library services and b) improving public library services. Conceptually, these objectives can be defined as representing a continuum of effort beginning at the one extreme with simple physical (geographic) proximity to public library service (location) and extending to the ability of a public library to respond to the variety of potential information needs it is called upon to fulfill. Incorporated along this continuum is the notion of extending or providing services, that is, making them available, to the variety of persons who because of circumstance or unique condition are not able to avail themselves of the mainstream of public library services. The Act has drawn specific attention to a number of these population groups including persons residing in State supported institutions, disadvantaged (principally economic) persons residing in rural and urban areas, limited English-speaking persons, and physically handicapped persons (including the visually handicapped).

Improving public library services is synonymous with efforts to achieve adequate library services. By and large, monitoring of these efforts has been one-sided, relying almost exclusively upon measures of inputs (resources and capacity) rather than measures of outputs (benefits). This fact has presented a serious obstacle to this evaluation. Without acceptable and widely used measures, it has been necessary to depend on inferential measures of the effect of LSCA Title I on the adequacy of public library services. This issue is discussed in greater detail later in this chapter.

The State response to three aspects of the intent of the legislation are examined and presented in this Chapter. First, changes are considered in coverage of public library services and the effect of LSCA Title I in achieving those changes. Next, improvements in the accessibility of public library services is considered principally for the groups of persons who have traditionally been unable to benefit from those services, e.g., persons outside the mainstream of public library users. Finally, the issue of public library adequacy is examined and how LSCA Title I has affected it.

7.1: Methodological Considerations

Three data sources have been utilized in the preparation of this chapter. The first is data collected from State Library Administrative Agencies regarding the effects and uses of LSCA Title I funds. Certain of these data are quantified and represent counts of particular events or units in various categories--for example, the number of areas in a State having newly established, locally based public library service. Other data are judgmental and represent recollections by State level personnel of major ways funds were used or evaluative assessments of program effects or outcomes. These data were collected through personal interviews with the most cognizant individuals in each State Agency. The second data source is the LSCA Title I project site visit data.

The third source of data--the 1976 Survey of State Library Administrative Agencies--was provided by the Washington Office of the American Library Association (ALA). This survey sought data about changes in public libraries, uses of LSCA funds, and effects of the Program. These data were then tabulated and used in testimony before Congressional committees considering the renewal of LSCA. The original Questionnaires were obtained by the evaluators, then keyed and verified to supplement the primary source data collected for the evaluation. These data present some measurement problems because of the way in which items were constructed. Also the survey was conducted for the specific purpose of supporting legislative testimony and may contain systematic, (overly positive) bias. Finally, the data are only as good as the statistics maintained by the State Agencies. If the experiences of this evaluation study serve as any indication, then the quality of these statistics is uneven at best. Indeed, a number of State Agencies did not exist in 1956, a year for which many measures were sought. In spite of these limitations, the ALA survey data do provide historical measures reaching back to the beginning point in history of the Program.

7.2: The Impact of LSCA Title I Upon The Coverage of Public Library Services

As noted above, coverage--or the extension of public library services to geographic areas lacking these services—constitutes a very significant expected outcome of the LSCA Title I Program. States can respond to this situation in a variety of ways. First, a State can encourage and assist in the establishment of a locally supported public library. Another approach often used is to provide some set of public library services directly from the State Agency using, for example, bookmobiles or books-by-mail. Still another approach used is to encourage, facilitate, and/or provide funding support that would enable persons residing in unserved areas to utilize public libraries in neighboring jurisdictions. This might be accomplished through statewide borrowing privileges or through reimbursement of contiguous jurisdictions for services provided to residents of unserved areas. The approach or combination of approaches employed by a State can be expected to reflect local economic needs, population and geographic characteristics, and the State's definition of its role in the "development" of public libraries.

Table 7.1 summarizes the extent to which LSCA Title I has directly affected the coverage of public library services since 1965. The States report that a total of 370 areas (political jurisdictions) or approximately 3.3 percent of all areas in 34 States have local public library services as a direct result of the availability of LSCA Title I funding. As a percentage of total areas without locally supported public library services in these 34 states, the 370 areas represent 12.4 percent of all areas specifically lacking public library services. Of the 34 States, 23 report the direct use of LSCA Title I funds in the form of establishment grants intended to assist localities. This practice was more prevalent prior to 1970 than it is today. Establishment of public libraries in rural States has occurred at twice the rate as in urban States. This is consistent when it is realized that many rural States have historically younger, less rigidly defined local governments when contrasted with urban States. In short, the need in rural States is greater than in urban States. When the relative poverty level of the States is considered, an interesting pattern develops. Although this factor alone does not explain any overall difference, prior to 1970 States with a lower proportion of their population below the poverty level displayed a greater need to utilize LSCA Title I funds to establish local library

TABLE 7.1: SUMMARY OF EFFECTS OF LSCA TITLE I UPON COVERAGE OF PUBLIC LIBRARY SERVICES--NUMBER AREAS PREVIOUSLY LACKING LOCALLY BASED SERVICES IN WHICH PUBLIC LIBRARY SERVICES WERE ESTABLISHED (a)

TYPE OF STATE	TIME PERIOD			TOTAL
	1965-1969	1970-1974	1975-1979	
	Number of Areas with Locally Based Services			
All States	120 (19)(b)	124 (19)	126 (20)	370 (34)
Rural States (33 States)	87 (14)	81 (14)	93 (14)	261
Urban States (19 States)	33 (5)	43 (5)	33 (6)	109
	Number of Areas with Locally Based Services			
All States	120 (19)	124 (19)	126 (20)	370 (34)
Over 15% of Population Below 125% of Poverty Level (c) (24 States)	42 (14)	68 (14)	77 (14)	187
Under 15% of Population Below 125% of Poverty Level (c) (28 States)	78 (5)	56 (5)	49 (6)	183

(a) Areas defined by State and include counties, incorporated towns, cities.
(b) Number of States reporting one or more new areas shown in parentheses.
(c) Defined as percent of population at or below 125% of the poverty level.

services. However, since 1970 this pattern has been reversed. That is, States with higher concentrations of the poor appear to have increased the use of LSCA Title I to establish local public libraries. Overall, LSCA Title I has had its most significant effects in rural high poverty States, States where outside intervention would appear to be needed most. This is particularly noteworthy.

In addition to establishing local public libraries, the States have responded to the need to extend the coverage of public library services in other ways. Historically, the States report that they have emphasized the following types of activities and programs.

- Direct services by the State Library (bookmobile and/or book-by-mail services (26 States or 50%);
- Provision of services to unserved areas by regional public libraries or other cooperative arrangements (21 States or 41%);
- Special demonstration grants to assist local agencies (6 States or 11.5%).

Three States reported no significant use of LSCA Title I funds in this area. These were major urban States with a long-standing history of local library development.

Direct State Agency services and regionally based services are the major ways through which public library services are provided to unserved areas. Further strengthening this point is the fact that when asked, 19 (36.5%) State Agencies stated that their use of LSCA Title I funds in this way has not changed significantly over the last 20 years. More importantly, 18 State Agencies (34.6%) indicated that they have increased their emphasis and reliance upon the services of regional public libraries. There also appears to be a modest trend in some States (6) to reduce the extent to which the State Agency is involved in providing direct service provision to areas lacking locally based public library services.

The 1976 ALA survey of State Agencies provides an indication of the magnitude of change in coverage of public library services. Estimates of the numbers of persons lacking any form of public library service (unserved) in 1956 and 1976 are displayed in Table 7.2. According to the ALA survey, a significant reduction has occurred in the proportion of the population lacking public library service. Overall, the proportion has decreased from 16.4 percent in 1956 to 4.3 percent in 1976. Rural States show a more marked improvement than urban States in the percentage of persons without service over the time period (19.1% for rural States as compared

TABLE 7.2: DISTRIBUTION OF POPULATION SERVED AND UNSERVED BY PUBLIC LIBRARIES--1956-1976 (a)

POPULATION	ALL STATES		RURAL STATES		URBAN STATES	
	NO. OF PERSONS	PERCENT	NO. OF PERSONS	PERCENT	NO. OF PERSONS	PERCENT
Total Population--1956	158,178,186	100.0%	62,247,051	100.0%	95,931,135	100.0%
Served Population	132,313,877	83.6	47,169,815	75.8	85,144,402	88.8
Unserved Population	25,864,309	16.4	15,077,536	24.2 (58.3)(b)	10,786,733	11.2 (41.7)
Total Population--1976	210,297,564	100.0%	78,334,402	100.0%	131,963,162	100.0%
Served Population	201,250,556	95.7	74,334,533	94.9	126,916,023	96.2
Unserved Population	9,047,008	4.3	3,999,869	5.1 (44.2)	5,047,139	3.8 (55.8)

(a) Source: 1976 American Library Association Survey of State Library Agencies.

(b) Percents enclosed in parentheses are percent of all unserved in rural and urban areas.

to 7.4% to urban States). Although LSA and LSCA Title I had intervened during the same period, it cannot be concluded that improvements were caused solely by LSCA. At the same time, many State aid programs were initiated and/or significantly expanded. The effect of LSCA Title I is still evident, however. Increased effort in the area of planning and management and increased focus upon the development of programs that would be beneficial to localities and provide improved Statewide benefits are a direct result of LSCA Title I. Regionalized services received significant impetus from LSCA Title I, as Chapter 6 indicates.

While significant gains have been made in the extension of public library services, a gap remains in terms of geographic areas with locally based (eg. financed) public library service. State Agencies reported the following as the current (1980) status of areas without this type of public library service.

- Predominantly rural counties: 132 counties in 17 States;
- Predominantly urban counties: 1 county in 1 State;
- Small towns in predominantly rural areas: 1940 towns in 15 States
- Small towns in predominantly urban areas: 185 towns in 7 States;
- Other areas including special districts, Indian reservations: 325 areas in 3 States.

There are a number of important points about these figures. First, the 133 counties constitute 9.3 percent of all counties in the 17 States reporting these data. Moreover, these same counties represent only 4.4 percent of all counties (3,044) in the United States (excluding Puerto Rico). Small towns in rural and urban areas without locally based services constitute 20.1 percent of all such areas in the 16 States in question and slightly less than 6.0 percent of the 35,500 such areas in the United States. Also, many of these areas receive services through alternate means.

These figures are not additive, however. That is, it would be incorrect to assume that in excess of 2,583 areas in the United States do not have some form of locally supported public library service. Many of the small towns and townships are either located in counties having locally based services or are isolated counties with no locally based services. What these data do indicate is that relatively few areas are without locally based public library services.

State Agencies also provided information that explains why these areas do not have a locally based service. Major reasons cited and the number of State citing each include:

- An inadequate local tax base: 31 States (60%); and, closely related to this,
- Small population size: 15 States (29%);
- Disinterest on the part of the residents of the area: 15 States (29%); and
- Disinterest on the part of the local governing bodies: 11 States (21%).

These reasons plus State estimates of the numbers of areas without locally supported library services suggest very strongly that extension of services by means of establishing locally based public libraries has reached an upward limit. Indeed, without the leverage afforded through the availability of construction funds (e.g., LSCA Title II), the success and productivity of future efforts to establish local libraries is questionable. In short, the alternative vehicles of services noted earlier and now being implemented/practiced appear more effective.

7.3: The Impact of LSCA Title I Upon the Accessibility of Public Library Services

The impact of LSCA Title I upon the accessibility of public library services is examined in terms of the various special or priority populations identified in the Act. These populations include residents of State-supported institutions, the physically handicapped and blind, and limited English-speaking persons. Traditionally, these groups have confronted significant and unique barriers to library service, and it has been determined that special efforts are required to overcome these barriers in the most recent amendments. Congress has determined that special efforts are needed to insure that the States maintain levels of expenditures so that residents of State-supported institutions and the physically handicapped are assured of obtaining public library services already in place or put in place with LSCA Title I funds. This section examines State responses to the goal of making public library services accessible to the various priority groups.

Residents of State Supported Institutions

Persons residing in State-supported institutions including correctional facilities (penetentiaries, prison farms, reformatories, training schools, rehabilitation centers), health facilities (State mental hospitals, institutions for the mentally retarded, and homes for older persons) and other residental schools represent somewhat of an enigma. On the one hand they represent an easily defined and easily

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reached target population. Virtually no effort is required to identify members of this population, yet the information needs of many of its members are varied. Prison inmates must have access to legal reference material. Persons with developmental disabilities may not be able fully to articulate their information needs. Further, institutions are faced with dual and often conflicting purposes: to provide at once a custodial function and a rehabilitative function. As recent Federal Court decisions have increasingly shown, institutionalization and rehabilitation functions are not necessarily compatible, and more importantly, many forms of institutionalization may well constitute an infringement on the civil rights of many of the institutionalized (specifically, the mentally disabled).

State Agencies have attempted to respond to the information needs of the institutionalized. As Table 7.3 indicates, this response has taken a number of forms and yielded a number of effects. A significant increase has occurred in the magnitude of effort as indicated by the growth in the number of institutions receiving some form of LSCA Title I assisted library service. It is estimated that in 1970, 592 State-supported institutions received LSCA Title I supported services. By 1979 that number had nearly doubled to 1,062. This change may not represent pure growth in Program effects, however. During the same period, the number of State supported institutions has fluctuated because of efforts to reduce the size of institutions through decentralization and efforts to reduce the numbers of persons housed in institutional settings.

The State Agency itself is the dominant provider of services to the institutionalized. In 1970, State Agencies provided services to 63.2 percent of all LSCA Title I-served institutions. By 1979, the percentage had increased to 72.7 percent. Services provided by the State Agencies included consultant services and centralized acquisition of materials for institutional libraries. The remaining institutions not served directly by State Agencies, received assistance in a variety of ways. Direct grants of LSCA Title I funds were made to institutions to support library staff, to support programs, and/or to acquire materials. This accounted for 25 percent of all institutions in 1970 and 1979. Local and regional public libraries also received funds to enable them to provide or improve existing services to institutionalized populations.

Data from the 1976 ALA Survey of State Library Agencies provide some indication of the magnitude of growth in the institutional population receiving LSCA Title I-assisted services. In 1967, or immediately after this priority was added by

TABLE 7.3: EFFECTS OF LSCA TITLE I UPON THE ACCESSIBILITY OF PUBLIC LIBRARY SERVICES BY GROUPS THAT TRADITIONALLY HAVE NOT BEEN ABLE TO USE PUBLIC LIBRARIES--INSTITUTIONAL LIBRARY SERVICES

Services to Residents of State Supported Institutions

	1970	1975	1979
Total Number of Institutions Receiving LSCA Title I Supported Library Services	592 (100%)	812 (100%)	1,062 (100%)
Direct Service by State Library Agency	374 (63.2%)	482 (59.4%)	772 (72.7%)
Other Forms of Services (a)	218 (36.8%)	330 (40.6%)	290 (27.3%)

Population Affected by LSCA Title I (b)

	1967	1976
Total Institutional Population	735,161(100%)	787,371(100%)
Total Institutional Population Residing in LSCA Title I Assisted Institutions	174,678(23.8%)	451,141(57.3%)

Major Changes In Institutional Library Services Reported As Caused by LSCA Title I

	Reported By (c)
Strengthened and Improved Materials/Services	29 States
Creation of Institutional Library Staff Positions	20 States
Establishment of Institutional Library(ies)	17 States
No Effect Reported	3 States

(a) Direct grants to institutions, other State agencies, or other public libraries.
(b) Source: 1976 ALA survey of State Library Administrative Agencies.
(c) States could report more than one change.

the Congress, only 23.8 percent of the institutionalized population had LSCA Title I assisted public library services available to them. By 1976 this percentage had increased significantly to 57.3 percent. Since the number of served institutions has increased since 1976, it is reasonable to assume that the percentage of the served institutional population has also increased. However, it is of greater importance to focus upon the numbers of impacted institutions because developing library service for an institution is the largest single task that must be faced. In this regard, the ALA survey data indicate that between 1967 and 1976 the number of institutions having libraries grew from 18 percent to 78 percent (the actual number of institutions doubled). Clearly, very significant penetration of public library services into institutional settings has taken place, and LSCA Title I has been present in much of this activity albeit at a relatively low overall and per institution level of funding.

The 1976 ALA Survey of State Agencies provides some gross indications of how LSCA Title I funds have been used. Major forms of use reported by the States include:

- Consulting services: 48 States (92.3%);
- Grants of books to institutions: 42 States (80.8%);
- In-service training: 41 States (78.8%);
- Grants-in-aid directly to institutions: 37 States (71.2%); and
- Centralized processing services: 31 States (59.6%).

The States were also asked to specify major changes in institutional library services directly attributable to (caused by) LSCA Title I. Three major changes were identified: strengthening or improving materials and/or services, creation of institutional library staff positions (especially within institutional agencies themselves), and establishment of libraries within the institutions.

There is clear evidence that LSCA Title I has had a major effect in making library services more accessible to residents of State supported institutions. Library services have been established. However, these services are, for the most part, modest and are funded at comparatively low levels. The fact that over 60 percent of all State institutions receive LSCA Title I supported services from the State Agency suggests that there is significant room for improvement in the quality of library services provided in the various State institutions. The evidence suggests that without Federal impetus in this area, far less would have been accomplished. The program has provided the State with a significant lever to achieve change.

Physically Handicapped and Blind Persons

Another priority area of concern relates to persons who are physically handicapped, including visually handicapped persons. These persons share a common problem: they are unable to read or otherwise use conventional printed materials. Historically, the shared visual aspect of the problem has resulted in a response focusing on overcoming visual barriers. Perhaps the single major force or effort in this area has been by the Library of Congress through its National Library Services for the Blind and Physically Handicapped (NLS). This program provides free audio recordings and equipment, braille books and magazines, and specialized services through a network of 160 libraries. Over half (34) of the State Agencies serve as regional centers in this network. What distinguishes the NLS Program from many other Federal assistance programs is that it does not provide funding support, only materials and equipment.

What appears to have happened is that LSCA Title I, because it provides funds to the States has been used to augment and complement the NLS Program. Table 7.4 summarizes the relationship between the two Programs. In 1970, LSCA Title I funds were distributed to 77.9 percent of all primary regional NLS Centers for the blind and physically handicapped. By 1979, that percentage had decreased to 61.1 percent, although the actual number of centers receiving LSCA Title I assistance had increased from 53 to 80 at a time when the NLS system was expanding and developing. Clearly, the two programs have developed a positive relationship though perhaps not one that was foreseen originally.

The broader effects of LSCA Title I upon the availability of public library services for the physically handicapped and blind can also be described. Major changes attributed to the LSCA Title I Program includes:

- The establishment of regional and subregional centers for the blind and physically handicapped;
- Acquisition and improvement of resources specifically for this population;
- Development and/or introduction of automated processes to control and monitor the circulation of materials;
- Increased State funding and/or triggering new State funds dedicated to services for the blind and physically handicapped; and
- Creation of new staff positions.

In addition to these changes, the LSCA Title I project site visit data suggest that State Agencies have attempted to broaden the scope of services for the handicapped. Increasing numbers of efforts appear to be directed at the deaf and

TABLE 7.4: EFFECTS OF LSCA TITLE I UPON THE ACCESSIBILITY OF PUBLIC LIBRARY SERVICES BY GROUPS THAT TRADITIONALLY HAVE NOT BEEN ABLE TO USE LIBRARY SERVICES--SERVICES TO BLIND AND PHYSICALLY HANDICAPPED PERSONS

Use of LSCA Title I to Support Primary Regional Centers for the Blind and Physically Handicapped

	1970	1975	1979
Total Number of Centers (a)	68	106	131
Number of Centers Receiving LSCA Title I Support	53 (77.9%)	70 (66.9%)	80 (61.1%)

Major Changes in Services to Blind and Physically Handicapped Persons Reported as Caused by LSCA Title I

	Reported By (b)
Facilitated Establishment of Regional and Sub Regional Centers	15 States
Acquisition of New Materials	14 States
Introduction/Development of Automated Circulation System	9 States
Influenced New/Increased State Funding	7 States
Creation of New Staff Positions	6 States
No Effect Reported	4 States

(a) As defined by the States
(b) States could and often did report more than one change.

hearing impaired (e.g., Teletypewriters to permit the hearing impaired to communicate with public libraries, and specialized collections specifically for the hearing impaired). On the other hand, there is not sufficient information to indicate the extent to which physical accessibility of public library facilities has been addressed. Section 504 of the Vocational Rehabilitation Act requires that public facilities be modified to remove barriers to access by the handicapped. This is, by and large, a construction issue and falls outside the scope of LSCA Title I. It is, however, central to any effort to make public libraries accessible to the physically handicapped.

Data on counts of handicapped persons are generally not very good. Early in this study's history, informal discussions were held with a representative of the Bureau of the Census to ascertain the availability and quality of estimates of the numbers of handicapped persons nationally and at the State level. Overall, currently available State level data are not reliable, although this situation will be corrected in 1980-1983 through new surveys. While the 1976 ALA Survey of State Library Agencies contains State Agency estimates of the numbers of handicapped and blind persons, the generally suspect quality of these statistics makes them unusable.

Overall, it appears that LSCA Title I has proved to be a significant influence upon State efforts to upgrade services to the visually impaired. Efforts to make library services accessible to persons with other physical handicaps has not been so conclusive perhaps because of the stress placed upon "visual" in the definition of handicapped. There appears to be a need for continued and expanded emphasis on overcoming barriers to physical access to public libraries.

Limited English-Speaking Persons

Yet another priority area is that of making public library services more accessible to limited English-speaking persons. This priority has come to mean bilingual persons and their information needs. Of the priority groups identified in the legislation, this has been responded to with the greatest uneveness. This uneveness results from a number of factors. First, the definition contained in program regulations is heavily dependent upon definitions contained in unrelated education legislation (the Elementary and Secondary Education Act). Second, there is a paucity of information and guidance available to assist the States in responding to the priority. Also, a number of States lack what they judge to be sufficient numbers of limited English-speaking persons. In other States, there are definite expectations that bilingual education and related activities are not appropriate responsibilities for government agencies. Local agencies are less than willing to assume the cost of new programs of this type once Federal funds are withdrawn. Also, bilingual programs and services, by definition, require bilingual materials and staff in a nation that has a dominantly English language publishing industry and lacks any significant number of bilingual librarians. Finally only limited effort has been made to refine the definitions to permit efforts be concentrated on bilingual persons who are also economically disadvantaged.

These factors tend to mitigate against significant State response to this priority. Moreover, as Chapter 4 clearly indicates, there is a significant investment of LSCA Title I in support of long term activities and services. The limited English-speaking priority as a relative newcomer must compete with the existing structure of distributing and using LSCA Title I funds, which does not appear to be highly flexible. In short, limited English-speaking priority is outside the current structure of public library services. The apparent inability to show gains may well be related to the fact that there were few existing structures for delivering services to this population group. In contrast, the relative success of other priorities appears to stem from the fact that the existing structure of services was able to adapt with relative ease.

Table 7.5 summarizes the nature of State response to this priority. Only 7 States indicated that they had not or could not respond to the priority, primarily because there were no significant numbers of limited English-speaking persons in their States. Response to the priority has taken the following forms:

- Locally based projects specifically targeted to meet the needs of the limited English-speaking: 17 States (32.7%);
- Locally based activities not highly differentiated from the bulk of library services provided (e.g., adding foreign language materials to the collection): 11 States (21.2%); and
- State Agency services and special projects (e.g., a scholarship program for Hispanic library students): 6 States (11.6%).

Overall, in response to this priority very little has been accomplished with a very low amount of LSCA Title I funding expended. While isolated individual efforts are quite noteworthy, there is no consistently sound response to the priority.

TABLE 7.5: EFFECTS OF LSCA TITLE I UPON THE ACCESSIBILITY OF PUBLIC LIBRARY SERVICES BY GROUPS THAT TRADITIONALLY HAVE NOT BEEN ABLE TO USE PUBLIC LIBRARY SERVICES--LIMITED ENGLISH SPEAKING PERSONS

Response to the Priority	Reported By
States Responding to the Priority	45 States
States Not Responding to the Priority	7 States
Major Forms of Response to the Priority (a)	**Reported By**
Locally Based, Targeted Projects	17 States
Regional Public Library and Cooperative Projects	4 States
Statewide Planning and Special Grants	1 States
State Based Library Services	6 States
Services Provided as Part of Local General Library Services	11 States
Major Barriers to State Response to the Priority	**Reported By**
No Significant Numbers of Limited Engish Speaking	6 States

(a) States could and often did report more than one change.

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Overall Effectiveness of State Responses to Increasing Accessiblity of Public Library Services for Selected Special Populations

In an effort to develop an overall or summative measure of the effectiveness of State responses to the priorities of the Act, a four dimensional scale was used. Each State Agency was asked to respond along four dimensions:

- The relative need or demand corresponding to a given priority;
- The overall degree to which various projects addressing the priority had achieved their objectives;
- The overall degree to which the various projects addressing the priority had successfully continued; and
- The overall degree to which the objectives corresponding to the priority had been achieved.

Tables 7.6-7.11 present results of the analysis of the resulting data for three time periods. The data are arranged in terms of the rural or urban character of the States and the relative proportion of their population at or below the poverty level. These tables indicate that:

- Efforts to improve the accessibility of services for residents of State institutions have been moderately to highly effective; were more effective during the more recent years (1975-1979); were only slightly more effective in rural States; and were equally effective when the relative poverty of the States is considered.
- Efforts to improve the accessibility of services for the physically handicapped and blind were only moderately effective during the period 1970-1974 but increased significantly to a highly effective level in more recent years (1975-1979); were more effective in rural States; and were far more effective in high poverty States in the 1970-1974 time period.
- Efforts to improve the accessibility of services for the limited English-speaking have been least effective, increasing only marginally after 1975; were slightly more effective in urban States; and were slightly more effective in low poverty level States.

The patterns in effects presented in these tables are entirely consistent with data presented earlier. Efforts for the institutionalized and handicapped have, in effect, worked and at relatively low cost. The fact that rural and high poverty States view the effects somewhat more positively is important because it demonstrates the value of an outside funding source that permits the State Agency to exert pressure to create change. While the effects of efforts responding to the limited English-speaking priority have been substantially ineffective, some

TABLE 7.6: STATE LIBRARY AGENCY LEVEL RATINGS OF EFFECTIVENESS OF LSCA TITLE I FUNDED EFFORTS TO ADDRESS THE PRIORITIES OF THE ACT FOR URBAN AND RURAL STATES: 1975-1979 (a)

PRIORITY AREA	RURAL STATES PROJECT OBJECTIVES MET	RURAL STATES PROJECT ACTIVITIES CONTINUED	RURAL STATES PROGRAM GOALS ATTAINED	URBAN STATES PROJECT OBJECTIVES MET	URBAN STATES PROJECT ACTIVITIES CONTINUED	URBAN STATES PROGRAM GOALS ATTAINED
Provide Services to Rural Disadvantaged	6.5	5.6	5.9	5.2	5.4	4.9
Provide Services to Urban Disadvantaged	3.9	3.7	3.6	6.3	6.8	5.6
Provide Services to Institutionalized Persons	6.4	6.8	6.2	6.7	7.0	6.8
Provide Services to Handicapped	7.1	7.4	7.4	6.7	7.1	7.2
Provide Services to Limited-English Speaking	3.4	3.4	3.1	4.7	4.4	3.8
Strengthen State Library Agency	6.1	6.1	6.0	5.3	5.7	5.6
Strengthen Metropolitan Libraries	4.2	4.1	3.4	3.8	4.2	3.6

(a) The figures shown in this table reflect average weighted rating of efforts to achieve priorities of LSCA Title I. The weight used was perceived need (1=low, 3=high). Each rating area - Project Objectives Met, Project Activities Continued (1=few or no projects, 3=most or all projects); and Attainment of Program goals (1=low, 3=high) was multiplied by the need score. Rating can range from 1 (very low) to 9 (very high).

TABLE 7.7: STATE LIBRARY AGENCY LEVEL RATINGS OF EFFECTIVENESS OF LSCA TITLE I FUNDED EFFORTS TO ADDRESS THE PRIORITIES OF THE ACT FOR URBAN AND RURAL STATES 1970-1974 (a)

PRIORITY AREA	RURAL STATES PROJECT OBJECTIVES MET	RURAL STATES PROJECT ACTIVITIES CONTINUED	RURAL STATES PROGRAM GOALS ATTAINED	URBAN STATES PROJECT OBJECTIVES MET	URBAN STATES PROJECT ACTIVITIES CONTINUED	URBAN STATES PROGRAM GOALS ATTAINED
Provide Services to Rural Disadvantaged	4.8	5.3	5.1	4.3	4.3	4.3
Provide Services to Urban Disadvantaged	3.2	3.7	3.2	4.9	4.7	4.8
Provide Services to Institutionalized Persons	5.2	5.8	5.4	5.2	4.6	5.1
Provide Services to Handicapped	5.4	6.5	5.8	5.4	5.3	5.5
Provide Services to Limited-English Speaking	2.8	2.9	2.6	2.2	1.7	1.7
Strengthen State Library Agency	5.0	5.3	4.9	3.9	3.7	3.7
Strengthen Metropolitan Libraries	2.8	3.0	2.6	2.6	2.4	2.4

(a) The figures shown in this table reflect average weighted rating of efforts to achieve priorities of LSCA Title I. The weight used was perceived need (1=low, 3=high). Each rating area - Project Objectives Met, Project Activities Continued (1=few or no projects, 3=most or all projects); and Attainment of Program goals (1=low, 3=high) was multiplied by the need score. Rating can range from 1 (very low) to 9 (very high).

TABLE 7.8: STATE LIBRARY AGENCY LEVEL RATINGS OF EFFECTIVENESS OF LSCA TITLE I FUNDED EFFORTS TO ADDRESS THE PRIORITIES OF THE ACT FOR URBAN AND RURAL STATES 1965-1969 (a)

	RURAL STATES			URBAN STATES		
PRIORITY AREA	PROJECT OBJECTIVES MET	PROJECT ACTIVITIES CONTINUED	PROGRAM GOALS ATTAINED	PROJECT OBJECTIVES MET	PROJECT ACTIVITIES CONTINUED	PROGRAM GOALS ATTAINED
Provide Services to Rural Disadvantaged	4.9	4.6	4.9	3.8	3.5	3.9
Provide Services to Urban Disadvantaged	2.6	2.5	2.8	3.7	3.7	2.3
Strengthen State Library Agencies	4.7	4.8	4.9	3.8	4.4	3.8

(a) The figures shown in this table reflect average weighted rating of efforts to achieve priorities of LSCA Title I. The weight used was perceived need (1=low, 3=high). Each rating area - Project Objectives Met, Project Activities Continued (1=few or no projects, 3=most or all projects); and Attainment of Program goals (1=low, 3=high) was multiplied by the need score. Rating can range from 1 (very low) to 9 (very high).

TABLE 7.9: STATE LIBRARY AGENCY LEVEL RATINGS OF EFFECTIVENESS OF LSCA TITLE I FUNDED EFFORTS TO ADDRESS THE PRIORITIES OF THE ACT BY POVERTY STATUS OF THE STATE: 1975-1979 (a)

	LOW POVERTY STATES			HIGH POVERTY STATES		
PRIORITY AREA	PROJECT OBJECTIVES MET	PROJECT ACTIVITIES CONTINUED	PROGRAM GOALS ATTAINED	PROJECT OBJECTIVES MET	PROJECT ACTIVITIES CONTINUED	PROGRAM GOALS ATTAINED
Provide Services to Rural Disadvantaged	5.5	5.2	5.3	6.6	6.0	5.8
Provide Services to Urban Disadvantaged	4.9	5.3	4.4	4.6	4.3	4.3
Provide Services to Institutionalized Persons	6.5	7.1	6.6	6.6	6.7	6.2
Provide Services to Handicapped	7.0	7.4	7.1	7.0	7.3	7.5
Provide Services to Limited-English Speaking	4.5	4.3	3.7	3.1	3.1	3.0
Strengthen State Library Agency	5.6	5.9	5.9	6.0	6.1	5.8
Strengthen Metropolitan Libraries	3.7	3.8	2.8	4.5	4.6	4.3

(a) The figures shown in this table reflect average weighted rating of efforts to achieve priorities of LSCA Title I. The weight used was perceived need (1=low, 3=high). Each rating area - Project Objectives Met, Project Activities Continued (1=few or no projects, 3=most or all projects); and Attainment of Program goals (1=low, 3=high) was multiplied by the need score. Rating can range from 1 (very low) to 9 (very high).

TABLE 7.10: STATE LIBRARY AGENCY LEVEL RATINGS OF EFFECTIVENESS OF LSCA TITLE I FUNDED EFFORTS TO ADDRESS THE PRIORITIES OF THE ACT BY POVERTY STATUS OF THE STATE: 1970-1974 (a)

PRIORITY AREA	LOW POVERTY STATES			HIGH POVERTY STATES		
	PROJECT OBJECTIVES MET	PROJECT ACTIVITIES CONTINUED	PROGRAM GOALS ATTAINED	PROJECT OBJECTIVES MET	PROJECT ACTIVITIES CONTINUED	PROGRAM GOALS ATTAINED
Provide Services to Rural Disadvantaged	4.2	4.3	4.5	5.1	5.8	5.2
Provide Services to Urban Disadvantaged	3.9	3.4	3.4	3.8	4.8	4.3
Provide Services to Institutionalized Persons	4.6	4.4	4.5	5.9	6.5	6.1
Provide Services to Handicapped	4.5	4.8	4.4	6.4	7.5	7.2
Provide Services to Limited-English Speaking	2.6	2.3	2.3	2.6	2.7	2.2
Strengthen State Library Agency	4.0	3.9	3.7	5.3	5.7	5.4
Strengthen Metropolitan Libraries	2.0	1.9	1.7	3.5	3.8	3.5

(a) The figures shown in this table reflect average weighted rating of efforts to achieve priorities of LSCA Title I. The weight used was perceived need (1=low, 3=high). Each rating area - Project Objectives Met, Project Activities Continued (1=few or no projects, 3=most or all projects); and Attainment of Program goals (1=low, 3=high) was multiplied by the need score. Rating can range from 1 (very low) to 9 (very high).

TABLE 7.11: STATE LIBRARY AGENCY LEVEL RATINGS OF EFFECTIVENESS OF LSCA TITLE I FUNDED EFFORTS TO ADDRESS THE PRIORTIES OF THE ACT BY POVERTY STATUS OF THE STATE: 1965-1969 (a)

	LOW POVERTY STATES			HIGH POVERTY STATES		
PRIORITY AREA	PROJECT OBJECTIVES MET	PROJECT ACTIVITIES CONTINUED	PROGRAM GOALS ATTAINED	PROJECT OBJECTIVES MET	PROJECT ACTIVITIES CONTINUED	PROGRAM GOALS ATTAINED
Provide Services to Rural Disadvantaged	3.5	2.8	3.8	5.6	5.9	5.3
Provide Services to Urban Disadvantaged	2.6	2.1	2.1	3.5	4.0	3.7
Strengthen State Library Agency	3.8	3.9	3.9	5.0	5.5	5.3

(a) The figures shown in this table reflect average weighted rating of efforts to achieve priorities of LSCA Title I. The weight used was perceived need (1=low, 3=high). Each rating area - Project Objectives Met, Project Activities Continued (1=few or no projects, 3=most or all projects); and Attainment of Program goals (1=low, 3=high) was multiplied by the need score. Rating can range from 1 (very low) to 9 (very high).

improvement has been evident over time. Also, States having high concentrations of bilingual residents tend to exhibit more positive (effective) responses.

7.4: The Effects of LSCA Title I Upon the Adequacy of Public Library Services

Put simply, the effect of LSCA Title I upon the adequacy of public library services cannot be summarized in any cogent way for a number of reasons. Historically and presently, adequacy as a concept applied to libraries, including public libraries, has two attributes. First, it represents a long-term or ultimate goal about which most observers can and do agree regarding its value and importance. It is a manifestation of the shared value placed upon improvement and striving toward a better state-of-being. Second, adequacy is not measurable given the current state-of-the-art in measurement as applied to public library services and the inability develop an agreed upon common set of indicators that in some way approximate adequacy.

Until recently, the American Library Association had maintained standards (Minimum Standards for Public Library Systems 1966). These standards no longer remain in effect primarily because they have not proved to be workable in practice. However, many States have based their own criteria for adequacy (required for eligibility to receive LSCA funding) on these standards, which are input based. They provide little or no indication of outputs (production) and, more importantly, effects (benefits for the users). Hamburg, et al., has suggested that these standards or measures fail from an evaluative standpoint in four ways:

- They are descriptive and have no evaluative utility;
- Quantitative objectives are based on arbitrary value judgments;
- They are based upon inputs to libraries not outputs to users; and
- They discourage progress--meeting a standard is tantamount to adequacy.[2]

Applying this fault to the implementation of LSCA Title I raises a number of critical issues. First, if adequacy represents a combination of factors--per capita funding levels, square footage, staff/client ratios, hours of operation--as is the case in many of the States, then one interpretation of Congressional intent might well be that the role of LSCA Title I is to augment existing funds, thereby moving libraries from a lesser to a greater state of adequacy. Considered in this context, LSCA Title I would function as a simple aid program, the goal of which would be assisting the States to insure that some minimum funding level is achieved--equalization.

This may well have been the expectation early in the Program's history (pre-1960) but that can no longer be said with any certainty. Other concerns derive from a desire to obtain a high relative yield for the limited Federal investment in the public libraries. Hence, the growth of the notion of targeting to meet the specific needs of groups of persons who are not able to benefit from the mainstream of public library services has grown. Yet, the whole basis for currently assessing progress in achieving adequacy can be traced ultimately to the availability of funds (Federal, State, and local funds) to acquire materials, pay for staff and maintenance, increase space in response to population growth. Moreover, whether Federal Program managers might have exercised greater influence in this area is questionable. Each State must submit criteria for adequacy of public library services as part of the basic State plan. A review of these planning documents and past Federal and State administrative practices suggests that Program regulations gave the States only minimal guidance and further, that most criteria developed by the States do not lend themselves to ongoing monitoring of progress.

Second, a number of States have actually set funding floors and used them as a basis for determining eligibility for receipt of LSCA Title I funding. Localities with 'inadequate' per capita local public library expenditures are not eligible to receive LSCA Title I funding. This suggests a certain incongruity since it can be argued that localities with insufficient local public library expenditures may have the greatest need for a variety of reasons, such as a high concentration of economically disadvantaged or a sparsely located population.

Third, implicit in the Act is the notion that funds will be expended where the need is greatest. Extending this idea, public libraries adjudged to be adequate would not be eligible to receive LSCA Title I funding, resulting in a negative incentive. To wit, there can be no motivation to obtain adequacy as currently defined because once attained, eligibility for funding would most likely cease. Compounding all of this is the fact that these standards or criteria are not fixed. Many of the States that define their standards recently increased minimum levels, resulting in an endless looping effect in which nonattainment of adequacy is virtually assured.

Finally, measures of adequacy have no relationship to the outcomes called for in the legislation. Implicit in the Act is a need to increase the number of disadvantaged blind, handicapped, and limited English-speaking served as well as to increase the qualitative aspects of the services these groups receive. At present, there are no accepted, established capacities to measure outputs responding to these objectives. Explicit efforts were taken in this evaluation to test this point. Each of the sampled LSCA Title I projects was asked to specify the target group it intended to serve, how it determined who might fall into the target group, how many persons were served, and the basis for arriving at the outcome measure. With only a very few exceptions, these measures yielded unreliable data except to demonstrate that client-based output measures cannot yet be obtained in any systematic way. At present, libraries are not traditionally client-oriented in terms of the management information they maintain.

The Data

Data collected in this evaluation do provide some measures that address the issue of public library adequacy, and, in turn, document some of the concerns raised in the preceding discussion. Table 7.12 summarizes the overall change in adequacy of public libraries and the importance of LSCA Title I in this process. According to State Agency statistics and estimates, the proportion of rural areas with adequate service has actually decreased while the number of rural areas with adequate public library service has increased only slightly. As noted earlier, these are primarily fiscal based measures and therefore cannot be used to suggest that no progress has been made. A second measure does provide an indicator of the effect of LSCA Title I as a funding source impacting efforts to improve the adequacy of public library services. Since 1965, the relative importance of LSCA Title I funds has decreased markedly, and currently is of lesser importance than State and local funds. This is because State funds for public libraries have increased at a more rapid rate than LSCA Title I funds, both absolutely and on a constant basis. If level of funding is used as the sole indictor of efforts to improve adequacy, the Federal share has indeed decreased.

The 1976 ALA survey of State Library Agencies provides estimates of changes in the number and proportion of the population receiving adequate library service in 1956 and 1976. These data are summarized in Table 7.13. Overall, the proportion of the population with adequate library service has increased from 5.2 percent to 12.5 percent. Rural States demonstrate a higher net increase than do urban States (a 16.4% increase as opposed to a 5% increase). On face, these data are of interest only because they appear more dramatic. Again, however, any observations must be couched in terms of the fiscal measures of adequacy used by the States to allocate populations into the various categories.

TABLE 7.12: EFFECTS OF LSCA TITLE I UPON THE ADEQUACY OF PUBLIC LIBRARY SERVICES

Overall Average Percentage of Areas of States Adequate Public Library Service

	Time Period			
	1965	1970	1975	1979
Urban Areas	63.4%	61.8%	60.1%	60.9%
Rural Areas	49.4%	50.5%	51.4%	52.4%

Importance of LSCA Title I Funds in Comparison With State and Local Funds

	Time Period			
	1965	1970	1975	1979
LSCA Title I is More Important	34 (65.4%)	26 (50.0%)	13 (25.0%)	9 (17.3%)
LSCA Title I is of Equal Importance	10 (19.2%)	18 (34.6%)	31 (59.6%)	29 (55.8%)
LSCA Title I is Less Important	8 (15.4%)	8 (15.4%)	8 (15.4%)	14 (26.9%)
Average Score (a)	2.5	2.3	2.1	1.4

(a) A maximum score is 3, indicating that LSCA Title I has been of maximum importance.

TABLE 7.13: DISTRIBUTION OF POPULATION WITH ADEQUATE AND INADEQUATE PUBLIC LIBRARY

POPULATION	ALL STATES		RURAL STATES		URBAN STATES	
	NO. OF PERSONS	PERCENT	NO. OF PERSONS	PERCENT	NO. OF PERSONS	PERCENT
Total Population--1956	158,178,186	100.0%	62,247,051	100.0%	95,931,135	100.0%
Adequate Service	4,981,913	3.2	272,413	0.4	4,709,500	4.9
Inadequate Service	127,331,992	80.5	46,897,102	75.3	80,434,890	83.8
Unserved	25,864,309	16.4	15,077,536	24.2	10,786,133	11.2
Total Population--1976	210,297,564	100.0%	78,334,402	100.0%	131,963,162	100.0%
Adequate Service	26,283,717	12.5	13,175,106	16.8	13,108,611	9.9
Inadeqaute Service	171,966,893	81.8	61,159,387	78.1	113,807,506	86.2
Unserved	9,047,108	4.3	3,999,869	5.1	5,047,139	3.8

(a) Source: 1976 American Library Association Survey of State Library Agencies.

Table 7.14 summarizes the nature of the State responses to improving the adequacy of public library services. Generally the States have responded by providing funds directly to local libraries (32 States) or by providing service through the State Library and/or regional libraries. Table 7.14 also summarizes the major uses of LSCA Title I funds (that is, what was purchased) to improve the adequacy of public library services. Major uses include:

- Purchase of library materials (print and nonprint);
- Development of system of public libraries;
- Upgrading library staff qualifications; and
- Extending library services to unserved areas and populations.

A number of points are suggested. First, it appears that significant emphasis is given to improving and upgrading professional staff and improving the holdings of public libraries. Second, considerable emphasis is given to consolidating libraries into systems, thereby providing a larger scale of economy for many of the operational aspects of public library operations--cost efficiency. Third, and perhaps most interesting, extension of service is apparently perceived as the first step in improving adequacy. This appears to support the notion that coverage, access, and adequacy reflect a cumulative or additive process beginning with coverage. In effect, library service is established, its accessibility to the variety of potential clients is optimized, and then the quality and quantity of services is upgraded in keeping with some pre-established goal. The difficulty is that most measures of progress are not reflective of outputs, but are based upon inputs.

7.5: Chapter Summary

The effects of LSCA Title I in increasing and improving the availability and accessibility of public library services was examined. Availability of public library services was defined in two ways: the establishment of locally based public libraries and the extension of existing or new services to geographic areas and political jurisdictions unable or unwilling to institute locally based services. This study indicates that since 1965, LSCA Title I has been instrumental in establishing locally based public library services in 34 of the 52 States, and that during this same period these same States were able to decrease the number of unserved areas by 12.4 percent. The data also suggest that recent efforts to establish locally based public library services increasingly have concentrated on the most difficult or resistant

TABLE 7.14: SUMMARY OF EFFECTS OF LSCA TITLE I UPON THE ADEQUACY OF PUBLIC LIBRARY SERVICES

Major Forms of Use of LSCA Title I to Increase Adequacy of Library Services	Reported By
Direct Grants to Local Public Libraries	32 States (61.5%)
Regional Public Library Service	26 States (50.0%)
Direct Service by State Library Agency	18 States (34.6%)

Major Uses of LSCA Title I Funds to Increase Adequacy of Public Library Services	Reported By
Extending Services to Unserved Areas and Populations	39 States (75.0%)
Purchase of Materials	38 States (73.1%)
Development of Public Library Systems	34 States (65.4%)
Funding of Demonstration Projects	18 States (34.6%)
Funding of Continuing Education Program	19 States (36.5%)
Increased/Improved Professional Library Staff	17 States (32.7%)

areas, suggesting that this form of extension effort is close to reaching a ceiling. Other sources of data indicate that only 4.3 percent of all persons in the United States were without library services in 1976. Efforts to move beyond this ceiling may not be cost effective. Other major forms of extension using LSCA Title I include bookmobiles and books-by-mail services (reported by 50% of the States) and provision of services through larger units of service (reported by 41% of the States). More recently, the evidence suggests that regional libraries and State Library Agencies are assuming responsibility for the provision of services to unserved areas and further that LSCA Title I funds are an important source of support for these service delivery systems.

LSCA Title I has also assumed a major role in increasing the accessibility of public library services to the variety of groups that traditionally have not been able to use public library resources. In virtually all the States, LSCA Title I has been used to establish and support public library services to residents of State supported institutions. There has been concurrent growth in the level of State Agency involvement in the provision of these services such that by 1979, 72.7 percent of all institutions receiving LSCA Title I supported library services did so from the State Library Agency. However, expenditures are low and there is very little evidence to suggest that these services have progressed beyond very basic levels.

Along with efforts by the National Library Service for the Blind and Physically Handicapped, LSCA Title I has permitted the States to make significant inroads in efforts to provide services to blind and physically handicapped services. These services have been provided from centralized agencies (NLS centers) and at the local level (as indicated in Chapter 6). While LSCA Title I funds support many of the services provided to blind and physically handicapped persons, the States appear increasingly willing to increase their burden of support for these services. There is no definitive evidence suggesting that the needs of physically handicapped persons have been met to the same degree as have those of blind persons.

The States have not provided a uniform response to the legislative priority addressing the limited English-speaking, however. A variety of problems ranging from the imprecise definition of the target group, lack of information about the library needs of this group and has limited numbers of bilingual professionals have attended efforts in this area. Where the priority has been responded to, efforts have been concentrated at the local level. Funding levels have been low consistently.

The effect of LSCA Title I on the adequacy of public library services is most difficult to quanitify. For a variety of reasons, current standards of library adequacy do not provide meaningful measures. It was not intended that LSCA Title I have as a major function, fiscal assistance to public libraries, however, if operable measures of adequacy were employed, this would be the end result. The important facts suggested by the data in that adequacy is viewed generally as a processing beginning with making public library service available and accessible and followed by upgrading services through staff improvement and increasing holdings to the point where the public library can respond to the broad variety of information requests it may be subject to. The one missing element is measurement of client based performance as a means of determining if the various services and materials are having their intended affects.

Footnotes

[1] Federal Register, Volume 44, Number 79, April 23, 1979, p. 23844.

[2] Hamburg, M., et al., Library Planning and Decisionmaking Systems. Cambridge, Mass., MIT Press, 1974.

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PROBLEM AREAS AND FUTURE DIRECTIONS

This evaluation study has two goals. The first is to provide an assessment of the impact of the LSCA Title I Program, including descriptions of the uses of funds, and the factors influencing the use of funds. Earlier chapters address this first goal. The second goal is to examine the implications of the study findings for the future of the LSCA Title I Program. This chapter is intended to assist in the examination of issues relating to the future of the Program and the nature of Federal involvement in the development and provision of public library services. Consideration of the future must reflect the views and perceptions of the various Program participants. Four aspects influencing consideration of any changes in the Program are examined in this chapter: current problems in Program operation and management; possible effects that would result from the elimination of LSCA Title I funds; changes in the current objectives of the LSCA Title I Program; and the broader nature of the change in the Federal role in public libraries.

8.1: Methodological Considerations

The single most important point to remember is that this chapter is based on measures of the opinions of participants in the LSCA Title I Program. On the positive side, participants are for the most part highly informed and experienced in applying Federal funds to the task of improving as providing public library services. However, these same persons also have expectations and other biases that influence the nature of their responses. Thus, it is reasonable to expect that responses to questions about problems in Program administration might reflect recent experiences rather than significant long-term problems. Also, judgments about the Federal role in the future are predicated upon past experiences and are subject to change. These points are characteristic of all opinion or judgment questions presented in research and are only shared by this particular study.

Data used to prepare this chapter were drawn from the State Agency visits, visits to the sample of 100 Fiscal Year 1978 LSCA Title I projects, and the survey of a national sample of public library directors. By and large, the State Agency and LSCA Title I project data are objective. Considerable attention was given to obtaining realistic assessments and opinions grounded in reality. Further, it should be noted that State Agency responses presented here are not limited to a single response for each State, but include all respondents at the 52 State Agencies. This approach is preferable to attempts to portray a fixed "official" agency response because it is sensitive to the variation in opinion that is present. Finally, many of the tabulations present multiple responses; that is, individual respondents could, and often did, identify more than one change or problem.

8.2: Program Management and Administration--Problems and Changes

Integral to any Federal program is the managerial and administrative relationship linking the major participants. Unlike most Federal research and demonstration grant programs (e.g., the Library Research and Demonstration Component of Title II-B of the Higher Education Act), categorical grant programs including LSCA Title I can exercise only restricted control over day-to-day operational performance. States must assume a primary responsibility in this area. The Federal role is one of setting policy parameters, monitoring planning and administrative efforts taken by the States, and collecting, analyzing and disseminating Program relevant information. All of these activities are intended to assure compliance with the provisions and objectives of the Act within the limitations inherent in categorical (formula) grant programs. According to informed persons in the field, the LSCA Title I Program exhibits a number of problems at both the Federal and State levels as Table 8.1 indicates.

Four major problems have been identified by State Agency and LSCA Title I project respondents. The most often cited problem relates to the administrative practices of the Federal Program Office: the unclear and inconsistent definition and interpretation of policy as it relates to the LSCA Title I Program. Included are difficulty in obtaining definitions of allowable expenses under the Act, delineation of the role of matching funds and the relationship between State and Federal expenditures, and the nature of response to the various priorities of the Act. This problem results from a number of factors. First, Federal grants management policy is not set by the Program office and because of this, may inhibit or otherwise affect the responsiveness of the Federal Program personnel. Second, prior to 1978 the

TABLE 8.1: ADMINISTRATIVE AND MANAGEMENT PROBLEMS ENCOUNTERED BY PROGRAM PARTICIPANTS

PROBLEM AREA	PERCENT OF STATE AGENCIES	PERCENT OF LSCA TITLE I PROJECTS
No problems	32.7%	8.2%
Unclear Regulations and Guidelines	96.4	30.6
Inadequate Federal Funding Level	67.3	44.9
Burdensome Federal Reporting Requirements	44.2	16.3
Funding Cycle (Fiscal Year Structure - Forward Funding)	81.9	34.7
Federal Priorities Restrict Initiatives State	21.2	10.2
Federal Maintenance of Effort Requirements	13.5	0.0
Burdensome State Reporting Requirements	7.7	14.3

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Program was managed regionally. The Central Office could only exercise limited direct authority over the States and, further, each Regional office exercised considerable latitude in the interpretation and application of Program regulations. In other instances, it was noted that if the Federal Program Office simply assumed a position on the use of LSCA Title I funds (e.g., for services to residents of State institutions), it would be much easier for the States to interact with other agencies. Finally, weaknesses in the regulations appeared to stem from the generality of the Act and attempts to assure that the States have sufficient discretion in the use of funds.

The second and third major problems relate to the level and the cycle of Program funding. Many respondents at State and project levels felt that LSCA Title I appropriation levels fell short of what was required to respond adequately to the priorities of the Act. This problem may result from the fact that many respondents believed that the Federal share of public library support was insufficient. In addition, there appeared to be a greater likelihood for States more dependent upon LSCA Title I, especially those lacking State-based public aid programs, to cite funding level as a problem. The funding cycle refers to the timetable for distribution of funds to the States. The problem stems from the incongruity of the fiscal years of many States and the Federal government and from the fact that LSCA Title I is not a forward funded program. While the States are generally aware of the amount they are to receive in any given year, more often than not Congress does not pass funding appropriation legislation until well into the new (current) fiscal year. This presents the States with a reduced time frame for obligating funds because the States operate within the constraints of their own fiscal year structure (although the provision allowing for two-year carryover has alleviated this problem in many States to the point where they have created a de facto form of forward funding).

A fourth management problem cited by the States is that of burdensome Federal reporting requirements. This problem was likely to be cited by States with relatively underdeveloped management skills. However, States were also inclined to view both the planning and fiscal reports as burdensome primarily because they believe very little of this information has been used at the Federal level.[1] With the exception of the periodic publication of narratives describing exemplary programs (most recently, Library Programs Worth Knowing About, published in 1978), very little statistical information is returned to the States.

Given these problems, respondents at the State Agency and project levels were asked to specify how the management and administrative aspects of the Program should be changed at the Federal and State levels. Major changes are summarized in Tables 8.2 and 8.3. Management and administrative changes applicable to the the Federal level center on increasing Federal involvement in the administration of the Program and increasing the authority of the States in the use of funds. Specifically, it was thought that the Federal Progam office should increase its involvement in the operation of the Program. This increase in involvement includes assuming a more visible role and greater contact with the States. Related to this was the fact that respondents saw a need for improved evaluation and monitoring efforts by the Federal Program Office. However, State level respondents also saw a need for greater State discretion in the use of funds, including their determination, and pursuit of State specific priorities rather than national priorities. This area of change stems, in part, from the concern that some current LSCA Title I priorities do not reflect the needs of certain States and, further, that those same States must attempt to respond to a priority at the expense of a more pressing need(s). This concern was raised with direct reference to the limited English-speaking priority contained in the Act. Overall, it appears that major areas of change at the Federal level include permitting greater discretion at the State level while at the same time substantially upgrading the role and practices of the Federal Program office.

Generally, few significant changes were noted in State level management and administrative practices. The only exception was that greater stress be given to project monitoring and evaluation. This change is consistent with desired Federal level changes and with changes cited as applicable to the local level. The paucity of recommended State level changes is indicative of the tendency to be less critical of more immediate activities and practices.

8.3: Perceived Effects of LSCA Title I Program Termination

Clearly, an alternative that might be considered by both legislative and executive policymakers is one of terminating the LSCA Title I Program. To determine what effect such a drastic change might have, State Agency personnel were asked to rate the likelihood of a variety of possible effects. These ratings, summarized in Table 8.4., evince a number of patterns. First, there is little likelihood that the States would be able/willing to continue projects and activities supported with LSCA Title I at their current level of activity. The scope of these projects would be reduced. More importantly, States would be very likely to cease the funding of demonstration projects for the limited English-speaking. Another

TABLE 8.2: DESIRED ADMINISTRATIVE AND MANAGEMENT CHANGES IN THE LSCA TITLE I PROGRAM AT THE FEDERAL LEVEL

TYPE OF ADMINISTRATIVE/ MANAGEMENT CHANGE	PERCENT OF STATE AGENCIES	PERCENT OF LSCA TITLES PROJECTS
No Changes	27.0%	0.0%
Increase Federal Involvement in Program Management	67.3	2.9
Increase the Consistency of Interpretation of Program Regulations at Federal level	30.8	5.7
Improve Federal Evaluation and Monitoring Practices	30.8	0.0
Reduce Federal Reporting Requirements	28.9	0.0
Forward Federal Funding	40.4	31.4
Permit States to Exercise Greater Authority in Use of Funds	7.7	25.7
Permit States to Set State-Specific Priorities for Use of Funds	55.9	5.7

TABLE 8.3: DESIRED ADMINISTRATIVE AND MANAGEMENT CHANGES IN THE LSCA TITLE I AT THE STATE LEVEL

TYPE OF ADMINISTRATIVE/ MANAGEMENT CHANGE	PERCENT OF STATE AGENCY RESPONDENTS	PERCENT OF PROJECT DIRECTOR RESPONDENTS
No Changes	34.6%	0.0%
Improve Project Monitoring and Evaluation	40.4	2.6
Improve Communication with Projects	30.8	7.9
Increase/Improve Administrative Staff	26.9	-0-
Distribute Funds on Formula Basis	0.0	15.8
Decrease Spending at State Level	9.6	7.9
Increase State Funding	15.4	13.2
Increase Local Participation in Planning	5.8	13.2

TABLE 8.4: AVERAGE SCORE FOR POSSIBLE EFFECTS OF CESSATION OF AVAILABILITY OF LSCA TITLE I FUNDS BY STATE URBANCITY AND PROVERTY LEVEL

EFFECT	OVERALL AVERAGE SCORE	URBANICITY OF STATES		POVERTY LEVEL (a)	
		RURAL STATES	URBAN STATES	LOW POVERTY LEVEL	HIGH POVERTY LEVEL
Projects now receiving LSCA Title I funds would coutinue as is	1.6 (b)	1.6	1.5	1.7	1.4
Projects now receiving LSCA I funds would continue but with a reduced scope of services	2.8	2.8	2.6	2.7	2.7
Funding of demonstration projects would cease	3.5	3.4	3.6	3.4	3.6
The State Library Administrative Agency would continue in its present role with no change	2.5	2.5	2.2	2.6	2.3
The State legislature would appropriate funds to offset the loss of Federal funds	1.8	2.1	1.4	1.9	1.8
The emphasis on services to disadvantaged persons in rural areas would be eliminated	2.3	2.4	2.2	2.3	2.3
The emphasis on services to disadvantaged persons in urban areas would be eliminated	2.4	2.6	2.3	2.6	2.3
The emphasis on services to residents of States institutions would be eliminated	2.6	2.7	2.6	2.5	2.8
The emphasis on services to the limited-English speaking would be eliminated	3.0	3.1	2.9	2.8	3.3
Planning and evaluation would receive less emphasis	2.2	2.4	1.9	2.0	2.5
Centralized state-wide services provided by the State Library Administrative Agency would be reduced or restricted in scope	2.9	2.9	2.9	2.7	3.2
Introduction of technology changes would diminish	2.9	2.9	2.9	2.9	2.9
State priorities would replace LSCA Title I priorities	3.0	3.3	2.7	2.8	3.3

(a) Poverty level is defined using the proportion of residents below 125 percent of the poverty level.

(b) Average score can range between 1 to 4, with 4 representing a high likelihood that a given effect would occur.

area that would suffer significant reduction is the introduction of technological change to public library services. Similarly, State Agency services would tend to be reduced in scope. This is particularly noteworthy given the apparent trend toward increased State level spending of LSCA Title I funds discussed in Chapter 4. Finally, State priorities for public libraries would tend to replace existing Federal priorities. Further, State legislatures would not be inclined to appropriate funds to offset the loss of Federal funds (although many legislatures actually did this in 1973-74 when Federal funds were frozen). In spite of the apparent significance of these efforts, many of the priorities of the Act would appear to have an even chance of being incorporated into State priorities.

Among urban and rural States, these same changes could be expected. However, urban States would be slightly more likely than rural States to stop demonstration projects, but slightly less likely to stop projects for limited English-speaking persons than would rural States. Also, the urban States would be slightly more likely to retain LSCA Title I priorities as the basis for their programs.

States with a higher level of poverty would be more likely to stop demonstration projects and to terminate limited English-speaking efforts. These same States would be more likely to reduce the level of services provided by the State Agency. Finally, the more impoverished States would be very likely to replace Federal priorities with State priorities.

Overall, many of the central concerns of the LSCA Title I Program would face elimination if the Program were to be terminated. While these responses may be overstated as a way of protecting the Program, they do reinforce earlier findings regarding dependence on LSCA Title I funds as source of support for public library services.

8.4: Changes in the Objectives and Emphases of LSCA Title I

A third area of concern about the future of LSCA Title I centers on how the objectives of the Program might change and what the Program should emphasize in the future. The perceptions and judgments of persons active in the Program provide a benchmark that is useful when considering how the Program might be changed.

Table 8.5 summarizes Program objectives cited most often by respondents in the State Agencies and at LSCA Title I Projects. Two central patterns are evident: the need to provide significant future support of all facets of multi-library and multitype resource sharing and more extensive involvement and investment in the

TABLE 8.5: MAJOR LSCA TITLE I PROGRAM OBJECTIVES FOR THE FUTURE

OBJECTIVE	PERCENT OF STATE AGENCY RESPONDENTS	PERCENT OF PROJECT DIRECTOR RESPONDENTS
Support Public Library Networking	80.7%	16.1%
Support Technological Development/ Automation	50.0	14.5
Support Multitype Library Cooperation	26.9	14.5
Support Inter-library Loan	26.9	12.9
Support Library Cooperation	32.7	35.5
Support Services for the Unserved	26.9	35.5
Support Services for Residents of State Supported Institutions	17.3	0.0
Support Service for Blind and Physically Handicapped Persons	13.5	0.0
Support Strengthening of State Library Agency	0.0	12.9
Support Demonstrations and Innovations	23.1	1.6
Support Continuing Education for Librarians	9.6	3.2
Support Program Planning and Evaluation	13.5	1.6
Provide Long Term Support of Basic Public Library Services	52.0	0.0
Allow States to Determine Own Objectives	48.7	0.0
No Changes in Program Objectives	44.2	19.4

mainstream of public library services. In many respects, these patterns reflect the current use of LSCA Title I funds and, as such, represent the reality of the Program. These patterns also appear to coincide with the twin needs of providing public library services with increased economy and the increasing cost of providing public library services as local revenues become more scarce.

The public library survey provides additional insight into the various aspects of public library service that should be given emphasis by the LSCA Title I Program. These data are summarized in Table 8.6 and suggest that directors of public libraries believe that LSCA Title I should give greatest emphasis to improving the adequacy of public services (cited by 74.4% of all respondents). Directly related to this is their concern that LSCA Title I also place emphasis on increasing access to resources of their libraries through resource sharing (cited by 68.7% of all respondents) and on providing a mechanism for increasing the availability of local and State revenues for use by public libraries (cited by 55.5% and 58.4% of all respondents). Reflected in these responses is a desire that LSCA Title I emphasize the overall support of public libraries. The second major area of emphasis is access to public library services by the physically handicapped and blind (cited by 47.4% of all respondents) and by new user groups (cited by 46.2% of all respondents). Areas that should not be emphasized include increasing the service role of State Agencies (cited by only 19.2% of all respondents), increasing reliance on centralized processing services (cited by only 25.8% of all respondents), and introduction of nontraditional library services (cited by only 28.5% of all respondents).

When these same data are examined to determine whether future areas of emphasis vary according to the size of public libraries, a number of patterns are evident (Table 8.7). First, directors of public libraries, regardless of the size of their library, agree on the need to emphasize the adequacy of public library services, the need to increase the sharing of resources, and the need to stimulate increased State and local funding resources. There is also agreement on the need to emphasize improvements in the accessibility of public library services to new user groups, and the physically handicapped and blind.

Directors of larger and smaller public libraries tend to disagree on the following points. First, directors of small public libraries (those serving less than 100,000 persons) place greater emphasis upon improving services in rural areas while directors of larger public libraries (those serving more than 100,000 persons) place greater emphasis upon improving services in urban areas. Directors of smaller

TABLE 8.6: PERCENT OF PUBLIC LIBRARY DIRECTORS INDICATING THE LEVEL OF EMPHASIS THAT SHOULD BE GIVEN TO AREAS OF LIBRARY SERVICES USING LSCA TITLE I

AREA OF EMPHASIS	SHOULD RECEIVE NO EMPHASIS	SHOULD RECEIVE MINOR EMPHASIS	SHOULD RECEIVE MAJOR EMPHASIS
Improved/new services for the disadvantaged in rural areas	6.6%	39.6%	42.9%
Improved/new services for the disadvantaged in urban areas	10.3	37.3	38.6
New or improved services for the physically handicapped and blind	6.6	36.1	47.4
New or improved services for the limited English-speaking	11.8	46.8	30.7
New or improved services for residents of State-supported institutions	14.2	49.7	22.5
New or improved services for other groups unable to receive library services	8.2	37.1	42.7
Improved staff skills	13.6	32.2	44.9
More adequate library services	3.3	14.0	74.4
Increased access to resources and materials in libraries	3.1	18.8	68.7
Increased availability of local funds	14.2	20.8	55.5
Increased availability of State funds	9.9	22.1	58.4
Introduction of nontraditional services	17.5	43.3	28.5
Reaching new user groups	8.0	36.7	46.2
Greater community involvement in library service planning	17.5	40.4	31.5
Decreased costs resulting from centralized processing	29.3	33.6	25.8
Increased State Library Administrative Agency role in direct service provision	38.1	30.7	19.2

TABLE 8.7: ESTIMATED NUMBER AND PERCENT OF LIBRARIES WITH SERVICES TO PRIORITY AREAS WHERE SERVICES WERE BEGUN WITH LSCA TITLE I BY POPULATION SERVED CATEGORIES

	POPULATION SERVED				
AREA OF EMPHASIS	GREATER THAN 1,000,000	250,000-1,000,000	100,000-250,000	25,000-100,000	LESS THAN 25,000
Improved/new services for the disadvantaged in rural areas	100.0%	90.2%	84.6%	93.8%	94.1%
Improved/new services for the disadvantages in urban areas	100.0	93.0	90.6	90.6	82.2
New or improved services for the physically handicapped and blind	90.9	94.9	94.4	95.2	89.3
New or improved services for the limited English-speaking	90.9	92.2	91.1	90.1	80.4
New or improved services for residents of State-supported institutions	50.0	78.8	86.8	88.6	80.9
New or improved services for other groups unable to receive library services	100.0	82.5	94.4	92.4	89.0
Improved staff skills	83.3	83.3	90.9	85.8	82.8
More adequate library services	100.0	95.1	100.0	96.4	95.4
Increased access to resources and materials in libraries	100.0	95.0	100.0	97.5	94.7
Increased availability of local funds	83.3	78.0	82.1	84.0	86.8
Increased availability of State funds	91.7	85.4	92.9	88.3	89.2
Introduction of non-traditional services	91.7	85.0	87.3	81.5	75.0
Reaching new user groups	91.7	90.0	92.9	93.3	88.8
Greater community involvement in library service planning	75.0	70.0	87.5	80.4	81.0
Decreased costs resulting from centralized processing	58.3	65.0	58.2	72.5	65.6
Increased State Library Administrative Agency role in direct service provision	20.0	45.0	50.9	53.8	66.7

public libraries are much less inclined than large public libraries to support emphasis upon introduction of nontraditional library services. Directors of smaller public libraries are slightly more supportive than directors of large public libraries of the idea of increasing the State Agency's role in providing direct services and of efforts to increase centralization of various processing functions as a means of achieving cost efficiency. Finally, the directors of the largest public libraries (those serving more than 1,000,000 persons) and the smallest public libraries (those serving fewer than 25,000 persons) tend to be more likely to favor a lesser degree of emphasis on public library services for residents of State-supported institutions, although directors of the largest public libraries are the least supportive of the two groups.

The above trends are specific to the LSCA Title I Program. In an effort to obtain a more definitive indication of the ways in which the Federal government might structure its response to the needs of public libraries in the future, each of the respondent groups was asked to agree or disagree with a series of potential directions Federal assistance might take. Table 8.8 summarizes these measures for each of the three respondent groups. Overall these groups tended to respond positively to all directions. However, State Agency staff, LSCA Title I project staff and public library directors were least likely to agree that Federal funds should be used to operate public libraries. And of those respondents who did agree that the Federal funds should be used in this way, very few were willing to assign a high priority to this use. Among each of the respondent groups, the following areas were assigned the highest average priority in rank. State Agency staff ranked:

- Development of library networks and cooperatives (average rank of 2.21);2/
- Support of innovative services through seed grants (average rank of 1.13);
- Support technological innovation and acquisition of automated equipment (average rank of 0.88); and
- Provision of funds to public libraries for the acquisition of materials and staff support (average rank of 0.75),

as having the highest priority. LSCA Title I project staff ranked same first three areas most highly; however they included as the fourth most important direction the provision of funds for services to special need groups (average rank of 1.03). Public library directors ranked:

- Support of innovative services through seed grants (average rank of 1.48);

TABLE 8.8: POSSIBLE AREAS OF FUTURE FEDERAL ASSISTANCE BY RESPONDENT TYPE: PERCENT AGREEING AND AVERAGE RANK

POSSIBLE AREAS FOR FUTURE FEDERAL ASSISTANCE	STATE LIBRARY AGENCY RESPONDENTS		PROJECT DIRECTOR AND STAFF RESPONDENTS		PUBLIC LIBRARY DIRECTORS	
	PERCENT	RANK	PERCENT	RANK	PERCENT	RANK
Encourage the development of innovative services (seed grants) that would be taken over by State or local libraries	82.4%	1.13(a)	85.8%	1.32	67.8%	1.48
Provide funds for services to minorities and other groups with special needs	84.6	0.40	91.9	1.03	78.7	0.43
Fund the development of networks and cooperative organizations to build a national network	94.5	2.21	83.2	1.41	74.1	0.75
Fund automated equipment for technological innovations	91.1	0.88	77.7	0.58	72.1	0.63
Provide funds to strengthen State and urban libraries	76.7	0.63	82.0	0.50	73.0	0.53
Provide funds to public libraries for services and acquisition of library materials	53.3	0.75	80.0	1.08	83.1	1.33
Provide funds for the construction of public libraries	86.6	0.66	88.0	1.00	86.0	1.04
Provide funds for the operation of public libraries	33.7	0.27	51.4	0.47	63.1	0.80

(a) Ranking range from 1 to 3, with 3 representing the highest possible rank

- Provision of funds to public libraries for the acquisition of materials and staff support (average rank of 1.33);
- Provision of funds for construction of public libraries (average rank of 1.04); and
- Provision of funds for the day to day operation of public libraries (average rank of 0.80),

as having the highest priority.

Among public libraries, directors of the larger public libraries (those serving more than 100,000 persons) are far more supportive than directors of smaller public libraries of the use of Federal funds for network development and technological innovations (Table 8.9.) However, there is agreement on the need for Federal support of staff costs, acquisition of materials, and construction. Except for the largest public libraries, there is agreement in rejecting the need to use Federal funds to operate public libraries. One reason given for this was that local governments must maintain funding commitments to public libraries if they are to retain a measure of control over decisions affecting them. These patterns are again generally consistent with earlier findings regarding the recent patterns in the use of LSCA. Title I funds: That is, the current use of funds for resource sharing, acquisition of materials, and demonstrations would be extended into the future.

8.4: Chapter Summary

A number of problems and possible changes in the administration and management of the LSCA Title I Program were identified in this chapter. Four major problems were identified as being applicable to the Federal level. Two of these: difficulties in obtaining clear and timely policy and administrative decisions; and burdensome reporting requirements are tracable directly to the Program Office. These problems are manifested through limited Federal level initiative to define and interpret LSCA Title I policy and to communicate these policies to the States. While Program reporting requirements are not burdensome in comparison with other Federal education programs, the problem faced in the LSCA Title I Program is that information provided by the States is not necessarily relevant to national level administrative needs nor is this information fed back to the States in any significant way. The remaining two problems, level of funding and the cycle of funding are more properly concerns of the Congress. The Congress has not forward funded this Program, resulting in real problems with State level efforts to successfully implement long range planning. This problem is compounded when Congress does not pass appropriation legislation until well into the Fiscal year in question.

TABLE 8.9: PERCENT OF LIBRARY DIRECTORS INDICATING WAYS IN WHICH THE FEDERAL GOVERNMENT SHOULD AID PUBLIC LIBRARY DEVELOPMENT BY POPULATION SERVED CATEGORIES

	POPULATION SERVED				
POSSIBLE AREAS FOR FUTURE FEDERAL ASSISTANCE	GREATER THAN 1,000,000	250,000-1,000,000	100,000-250,000	25,000-100,000	LESS THAN 25,000
Encourage the development of innovative services (seed grants) that would be taken over by State or local libraries	83.3%	70.0%	68.5%	65.9%	67.8%
Provide funds for services to minorities and other groups with special needs	81.8	87.2	84.9	77.0	76.2
Fund the development of networks and cooperative organizations to build a national network	83.3	85.0	88.7	79.9	60.1
Fund automated equipment for technological innovations	83.3	82.1	88.5	76.6	59.3
Provided funds to strengthen State and urban libraries	100.0	76.2	86.3	66.3	73.5
Provide funds to public libraries for services and acquisition of library materials	90.9	80.5	92.7	91.9	85.6
Provide funds for the construction of public libraries	63.6	82.5	92.7	91.9	80.1
Provide funds for the operation of public libraries	100.0	52.6	71.7	53.6	69.1

A number of changes in management and administration practices appropriate at the Federal and State level were identified by State and project level respondents. However, the major change appropriate at the Federal level was increased involvement in all aspects of the Program including policy formation, monitoring of State efforts and provision of guidance and assistance. The major State level change in management is the upgrading and improving of library development program planning, monitoring, and evaluation. These changes coincide with perceived weakness in current State Agency Program management activity.

A second issue discussed is the probable effects that would result if funding of LSCA Title I were to cease. If funding were to stop, it is likely that State legislatures would not be inclined to appropriate State funds to permanently offset the lost revenue. LSCA Title I projects would continue but at reduced levels. Demonstration projects would be stopped. LSCA Title I priorities would completely give way to State (and local) priorities. Somewhat less likely changes include reductions in State Agency activities that provide library services, and efforts to introduce and implement technological innovations. These probable changes would be caused by the reduced availaility of funds, and the loss of leverage provided by LSCA Title I.

The third issue addressed is the perceived future directions of the Program. There is overwhelming support for continued and increased emphasis upon technology and increasing the size of units of service (e.g., regionalization and utilization of those processes and services most likely to result in increased efficiency and decreased costs). Among respondents of all levels, there is significant concern that the Federal Government continue as a major supporter of demonstration and innovation. Among public library directors, in particular, directors of smaller public libraries there is substantial support for continued and increased Federal support for the basic services provided by those libraries. Generally there is support for continued emphasis upon serving the unserved and improving the quality (adequacy) and efficiency of public library services, emphases that are consistent with the language of the Act.

Footnotes

[1] This Office has not received significant support in efforts to collect, analyze, and utilize management information. The information collected since 1969 has not been uniform across States, and responds to the need for fiscal accountability rather than programmatic management.

[2] A ranking of 3 is the highest possible rank.

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MAJOR FINDINGS AND IMPLICATIONS

Since the first public library was opened in the United States in the early 1800's, the availability of library services to citizens without any direct cost has become an accepted fact. Since that time many local jurisdictions have established and maintained public libraries. State government involvement has evolved from a fragmentary, sometimes nonexistent role to one of providing formula-based aid to local and regional libraries and providing some direct services to the public. Only recently has the Federal government become directly involved in supporting efforts to develop and improve public library services. Title I of the Library Services and Construction Act has afforded the States with a significant opportunity to address and ease major needs and shortcomings of public libraries. Yet, by today's standards and as LSCA Title I approaches its twenty-fifth year, it represents a venerable example of Federal legislative attempts to improve the social and educational condition of the Nation.

The results of the two-year comprehensive evaluation of LSCA Title I presented here document the effects of the LSCA Title I Program. This chapter summarizes the major findings, the implications of those findings for the LSCA Title I Program, and the strengths and weaknesses of various policy and administrative alternatives.

9.1: Effects of LSCA Title I on the Coverage and Accessibility of Public Library Services

A central and enduring mandate of the LSCA Title I Program has been extension of public library services to areas and population groups without service or unable to obtain services. For purposes of this evaluation, geographic extension is defined as coverage while extension to population groups unable to obtain services is defined as accessibility.

Findings--Coverage of Public Library Services

Coverage can occur in two primary ways--through the establishment of locally based and supported public libraries or through the provision of services by an agency outside the area (e.g., the State Agency or through agreements with adjacent jurisdictions having a public library capable of supporting some or all of the information needs of the unserved jurisdiction). The results of this evaluation indicate that LSCA Title I has contributed substantially to the establishment of locally supported public libraries and has contributed significantly to the provision of services through Statewide and regionally based programs of services.

Since 1965, 370 or 12.4 percent of all local jurisdictions without locally based services in 34 affected States now have local public library services as a direct result of the LSCA Title I Program.[1] Rural States and high poverty States reported a higher incidence of unserved areas and were far more likely to use LSCA Title I to establish locally based public library service. As of 1980, the States estimate that there are 2,583 areas and jurisdictions of various types without any form of locally supported public library service. However, these areas represent only 9.3 percent of all counties and 20.1 percent of all small towns in the affected States.[2] More importantly, many of these areas are either unable or unwilling to provide funds to support locally based services.

The effect of LSCA Title I on efforts using alternative methods for extending public library services to unserved areas has been significant. One-half of all States have utilized LSCA Title I funds to support bookmobiles and/or books-by-mail services to provide library services to these areas. Forty-one percent of all States have used LSCA Title I funding to support efforts of regional library systems and other cooperative arrangements to deliver services to unserved areas. It is important to note that these methods are not restricted to completely unserved jurisdictions, but are also used as a means of extending services in jurisdictions that have locally supported public library services. In these instances, LSCA Title I funds have been used to support bookmobile(s) serving outlying areas of a county, for example.

Implications

These findings, together with the following information, suggest that the emphasis upon extending public library services to unserved areas ought to be reconsidered and/or redirected in the future. State-based estimates for 1976 indicate that only 4.6 percent of the Nation's population lacked any form of public library service, a considerable and important reduction from 16.4 percent in 1956. Second, efforts by the States to establish locally based public libraries have been diminishing over the last five years. State Agencies report that many of the jurisdictions without local public libraries are unable and/or unwilling to generate sufficient revenues to establish public libraries. For some time, State Agencies have emphasized establishing larger units of service able to provide at least minimal levels of services to these localities. The data suggest (1) that it is not reasonable to anticipate significant future progress in establishing new locally supported public libraries in jurisdictions now without public libraries, and (2) that it may no longer be reasonable to use establishment of new public libraries as a measure of Program achievement and progress at the State or national levels. Economic trends, the ability of localities to pay, and the improving and expanding ability to address basic service needs of these areas through larger units of service reinforce this point.

Yet, certain of the alternative approaches that have been in use for many years (e.g., bookmobiles) are encountering real economic problems. Bookmobile operating costs have increased in direct proportion to the cost of fuel and are reaching a point where many States are forced to bear costs disproportionate to the levels of benefit that are provided. There is a need to find a balance between extension of services to rural, sparsely populated areas and responding to the varied information needs of populations in areas with an established base of service. The data indicate that most States have chosen the later emphasis.

Findings--Accessibility of Public Library Services for Special Groups

A second focus of the evaluation was the effect of LSCA Title I on public library services for residents of State supported institutional facilities, blind and physically handicapped persons, and limited English-speaking persons. Congress has selected out these groups as needing special efforts by public libraries to meet information needs, and in the case of the former two has also required that the States agree to maintain existing Federal and non-Federal support for services. The findings of this study indicate that LSCA Title I has had a significant effect on the establishment and extension of public library service for residents of State supported institutions but that due to a variety of reasons, the effect of LSCA Title I on the quality of these library services has been less substantial.

Since 1970, the number of State supported institutions receiving LSCA Title I-funded library services has increased by 79.4 percent (an increase from 592 institutions of all types in 1970 to 1,062 in 1979). Many State Agencies have provided LSCA Title I funded library services in response to the legislative priority. By 1979, 72.7 percent of all State supported institutions receiving LSCA Title I support received these services from the State Agencies. Moreover, other data indicate that the proportion of the institutionalized population residing in facilities having LSCA Title I-supported library services has risen from 23.8 percent in 1967 to 57.3 percent by 1976. This 1976 figure may well underrepresent the 1980 percentage. Also recent trends in deinstitutionalizing State institutions can be expected to complicate State response to the library service needs of the institutionalized. Thus, major inroads have been made in establishing library services in State supported institutions.

However, the majority of services provided by State Agencies are consulting services, centralized purchasing and processing, and book grants. Often, the services provided by institutional projects are minimal. Major factors affecting efforts to establish institutional library services are the conflicting goals (treatment and custody) of State institutions and resistance by State institutional agencies. Individual grants of LSCA Title I funds to institutions are very modest in contrast with grants to other library agencies, reinforcing the fact that services are limited.

The findings also indicate that in conjunction with efforts by the Library of Congress, LSCA Title I has contributed significantly to the development and provision of a variety of library services for the blind, but LSCA Title I has not substantially improved the ability of public libraries to meet the library service needs of the physically or mentally handicapped. The data suggest that concurrent development and operation of the Library of Congress' National Library Services for the Blind and Physically Handicapped (NLS) has been an important factor in the successes of LSCA Title I in this area.[3/] Over 65 percent of the State Agencies are regional NLS centers. Also, the States have directed LSCA Title I funds toward the support of NLS centers. In 1970, 77.9 percent of all centers received LSCA Title I funding. In 1979, that percentage had decreased to 61.1 percent, although the total number of centers receiving those funds had increased from 53 to 80. Fully 28.8 percent of the States credit LSCA Title I with establishing regional and/or subregional centers. Nine States have implemented specialized automated circulations systems specifically designed for materials used by blind and physically handicapped persons. Also, among public libraries, one of the most frequently cited legislative priorities being addressed was the blind and physically handicapped. Some State Agencies have encouraged response to handicapped persons, most notably the hearing impaired. In general however, efforts to reach a broader range of handicapped persons has been inhibited by scarcity of funding to improve the accessibility of library facilities and difficulty in identifying these persons.

Response to the limited English-speaking priority has been uneven. For the most part, the response has taken the form of locally based specialized services or general services provided by the local public library. The amount of LSCA Title I funds and State funds expended to directly benefit limited English-speaking persons has been very low (less than 3% during Fiscal Year 1978) and has actually decreased since 1975. There are no reliable indicators of whether or not increased numbers of limited English-speaking are now served by public libraries; nor is there any indication of whether or not LSCA Title I has contributed in any substantial way toward increasing these numbers. Further, data from the evaluation indicate that many States have not assumed an advocacy role; rather the impetus is assumed to be at the local level. In most cases this assumption is in error.

There are a number of reasons for this apparent absence of effect. Among factors that can be influenced by the LSCA Title I Program, the absence of clear direction and guidance at the Federal level is most apparent. Program regulations are vague. They fail to adequately define the population and relate it to public libraries and public library services. There appears to be only limited State support for responding to this priority in any systematic fashion. Factors beyond the Program's influence also restrict response by the States. Only very limited information about this population is available to support planning efforts. There is not a highly developed publishing industry for foreign language materials. Finally, there is a real shortage of bilingual (minority) library professionals.

Before examining the implications of these findings, it is necessary to interject a few points concerning the urban and rural disadvantaged as priorities of LSCA Title I. The legislation, as interpreted in Program regulations suggests a fairly broad range of cultural, economic, educational and social hardships that may prevent an individual from using library services designed for persons without these limitations or hardships. Little of substantial quality at the Federal or State level has been accomplished to develop better measures of who or what groups of persons are affected by these limitations. Of greater importance is that unique needs of these groups are not necessarily taken into consideration when funds are distributed by the States. Rather, the condition and needs of public libraries as institutions is considered. Suffice to say, almost all State libraries, regional public libraries, and local public libraries have in their service areas (but do not necessarily serve) some numbers of poor, cultural or ethnic minorities, and undereducated. At the same time, a major influence on decisions affecting the distribution of the Federal funds at the State level is the adequacy of public libraries. However, there is no information to support a positive relationship between the quality (adequacy) of a public library and the population it serves. In essence, there does not appear to have been either systematic or significant efforts to direct LSCA Title I funds to meet the specific needs of these disadvantaged groups, although there are notable exceptions among the States. The priority may well be so broadly defined as to preclude significant response.

Implications

The findings regarding increased accessibility of public library services for groups of persons unable to use the mainstream of services offered by public libraries may have a number of implications for the LSCA Title I Program. It is evident that significant inroads have been made in establishing services for residents of State supported institutions and blind persons. Reasons for these successes stem from the fact that institutional populations are comparatively easy to isolate and plan for. The Library of Congress program for making specialized materials available for the visually handicapped certainly aided State efforts to respond to the priority for blind and physically handicapped. State legislatures are generally very supportive of services for blind and physically handicapped persons; they are far less supportive of services for institutionalized persons.

Also, the maintenance of effort requirement stipulated by the Congress for services responding to the needs of these priority groups has influenced the effectiveness of State response. Legislative priority alone does not provide a significant lever for stimulating State response as data on the limited English-speaking priority indicates. However, with the maintenance of effort requirement, State Agencies are able to establish programs with a high degree of certainty that subsequent State level budgetary or legislative decisions will not strip away funds. Maintenance of effort may also have a negative effect in that it can create a cost ceiling that limits the ability of the States to expand programs for these groups or to undertake one-time activities to improve key aspects of services.

The findings suggest that there is significant need to improve the quality of library services for institutionalized persons and that there is a continuing need for the Federal presence (LSCA Title I) in this area. The findings also suggest that there is a continuing need for a Federal presence that supports services for visually handicapped persons and a more defined or directed role for the physically handicapped including the hearing impaired. More often than not, there is a significantly higher cost per unit of service for the visually and hearing impaired. The Library of Congress has established a system for producing and distributing materials on a limited basis; however, it does not provide funding to support State and local library services that make these materials available to users. Likewise, structural modifications to remove physical barriers of public libraries are costly and fall outside the scope of LSCA Title I.

If improvement of public library capacity to respond to the information needs of limited English-speaking persons is to remain a Federal priority, the evaluation findings appear to indicate the following: First, there must be a clear enunciation of Federal level expectations as to which bilingual groups that should be emphasized and other factors that should be considered, such as economic or educational condition. It would then be incumbent upon the affected State Agencies to implement meaningful plans and programs to respond to these expectations. A second and more significant implication relates to the effect of redirecting priorities. The majority of all LSCA Title I funds are committed to ongoing, long-term efforts whether it be assistance to local public libraries, or support of regional public libraries, or support of State Agency operations. If service to limited English-speaking persons is to have greater priority, funds committed to other purposes would have to be redirected to address this priority.

Overall, the findings indicate that LSCA Title I has improved the accessibility of public library services for the various priority groups defined in the Act. At the same time, there is evidence suggesting that significant improvements in the quality of services to institutionalized and establishment of services for limited English-speaking persons are needed. This argument also extends to the many groups of persons falling within the disadvantaged category. The current methods of planning and providing public library services does not appear to be reflective of these needs.

9.2: Effects of LSCA Title I on the Adequacy of Public Library Services

A second significant mandate of the LSCA Title I Program has been to assist efforts of States to improve inadequate public library services. Adequate service represents an important goal toward which all public libraries must strive. However, the findings of this study indicate that efforts to monitor progress and more importantly to assess the effects of LSCA Title I on progress made to achieve this goal are fraught with severe limitations. Measures of library service adequacy currently employed by most State Agencies and public libraries are primarily based on inputs (e.g., funding levels, materials, staff size, and plant size) rather than measures of outputs that reflect client impacts. The measures in use are highly dependent upon the availability of funds and because of this they cannot be reliably contrasted over time. Moreover, standards proscribing adequacy change from time to time, causing the status of a library's adequacy to shift somewhat arbitrarily. Because of this situation, it is both misleading and incorrect to attempt to attribute any direct causal effect of LSCA Title I on the adequacy of public libraries. This situation has implications for the Program at the Federal and State levels. However, certain limited effects of the Program upon the adequacy of public libraries can be addressed indirectly.

Findings--Adequacy of Public Library Services

Significantly large sums of LSCA Title I funds are being used to improve the adequacy of existing and new public library services. During 1978, at least 68 percent of all LSCA Title I funds were used at the State, regional and local levels to support and/or improve library services. The majority of these funds provide long-term support for those services. Moreover, as the previous sections demonstrate, LSCA Title I has served as an important source of stimulus for expanding and extending public library services. To the extent that this extension has taken place, adequacy has also improved. Also, while somewhat misleading because of the potential for bias in the measure, the States estimated in the 1976 ALA survey that in 1956 only 3.2 percent of the Nation's population had adequate library service. In 1976 that figure had risen to 12.5 percent. The extent to which LSCA Title I contributed directly to this improvement can only be inferred. A third indicator of the impact of LSCA Title I upon adequacy is that public libraries report they have been successful in generating increased local funding as a direct outcome of LSCA Title I. Among public libraries receiving an LSCA Title I grant, 25.3 percent cited this effect. Fourth, LSCA Title I has also had a major influence on

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the structure of public libraries; an influcence that is closely related to the adequacy of service. LSCA Title I has been instrumental in establishing over 62 percent of all public library systems and 70.6 percent of all regional public library systems since 1965 (this finding is discussed in more detail in Section 9.3).

State Agencies also report that the importance of LSCA Title I as a funding source to improve the adequacy of public library service has diminished considerably since 1965. This fact is reflective of a more rapid growth in State and local funds when compared to LSCA Title I. Finally, the major foci of efforts to improve the adequacy of public library services are upgrading of print and nonprint holdings, upgrading of staff, and development/operation of systems of public libraries.

Implications

Adequacy of public library service represents the current and dominant focus of most State efforts to improve public libraries. It is the culmination of efforts to first establish and/or otherwise provide services with some proximity to potential users and second to make services available or accessible to groups of persons falling outside the mainstream of existing services. Complicating all these efforts and most especially the upgrading of existing services is cost. Increasingly, the ability to pay is being outstripped by the cost of providing services (particularly at the local level). This is causing a shift away from the goal of improvement toward one of maintaining existing levels of services in the face of diminishing revenues. This circumstance appears to raise significant concern in light of measures used to assess the adequacy of public libraries.

It is not clear that a simple increase of funding would necessarily increase the adequacy of public library services. There is a far greater potential that increased funds would improve the ability of libraries to maintain and perhaps gradually improve the quality of services. The more appropriate and efficient area to improve public library services that most States are employing is the development of public library systems, many of which were started using LSCA Title I funds. Larger, more cost efficient units of service such as regional and, where appropriate, Statewide systems may provide the best means of upgrading public library services. Regionalization appears to increase the readiness of State governments to assume expanded roles in public library services.

For purposes of the LSCA Title I Program, two major implications are suggested. First, if adequacy of public library services is to remain a Federal concern, it is clear that: (1) better measures of adequacy are needed; and (2) the accountability of the States must be substantially upgraded. Both of these needs must be addressed at a Federal level through existing planning and monitoring obligations. Second, it may be desirable to examine the way in which LSCA Title I funds are matched by States. These findings reinforce the importance of programs of State aid for public libraries. However, many States take advantage of the permissibility of matching with local funds--funds that are only peripherally related to State programs responding to LSCA Title I. Increased emphasis upon the role of State funds as matching revenues may, in fact, provide a number of benefits. First, the data suggest that States with State aid programs are more likely to use LSCA Title I funds to support short-term demonstrations. Second, State aid appears to facilitate the formation of library systems. A Federal level requirement affecting State aid and/or State matching could have the effect of generating increased State funding for public libraries that would in turn, improve the likelihood of increased use of LSCA Title I funds in ways that are more responsive to Federal priorities.

9.3: Effects of LSCA Title I on Public Library Structure and Services

LSCA Title I has had a tangible and significant effect upon the structure of public libraries. It has also had an important effect upon the types and ways in which library services are delivered to the public. In some instances, these changes are related to a response to one or more of the LSCA Title I priorities (e.g., introduction of bilingual materials as a means of providing services to limited English-speaking persons). More often, these changes relate to the improvement of services, improvement presumed to increase the adequacy of the services.[4] For purposes of the evaluation, it has been assumed that where these changes have occurred, public libraries are more adequate. The major findings on the effects of LSCA Title I upon public library structure and services are summarized below.

Findings--Public Library Structure

The most significant area of change induced and/or significantly contributed to by LSCA Title I has been in the establishment of regional systems of public libraries. Since 1965, LSCA Title I funds have been directly involved in the establishment of 62 percent of 579 Statewide, regional and local library systems. The heaviest area of involvement has been at the regional level where LSCA Title I funds were used in establishing 70.6 percent of these systems. This involvement has been more marked in rural and high poverty level States. Moreover, States have expended significant amounts of funds for the development and operation of systems of libraries. During Fiscal Year 1978, $67.06 million or 28.76 percent of all combined LSCA Title I and State funds were expended by regional library systems. Of this amount $13.38 million or 20 percent were LSCA Title I funds.

In some instances, these expenditures have been translated into direct services to the public (e.g., bookmobiles or books-by-mail). The majority of these funds have been utilized to improve the ability of regional libraries to assist local libraries through interlibrary loan and delivery systems to respond to information requests by users residing in the region and through development and expansion of resource library collections. Other major types of support or indirect services include centralized purchasing, cataloging, and processing of materials, linkage with major bibliographic processing centers such as OCLC, Inc., and access to computerized data bases. Not only have systems of public libraries been established, 87.3 percent of all State Agency respondents agreed that LSCA Title I had been instrumental in increasing public library reliance on regional system resources. In a number of instances the State Agencies act as the hub of regional library systems and provide linkages to resources outside the systems.

LSCA Title I has also had a profound effect upon many State Agencies as public library service agencies. When LSA was enacted in 1956, each State was required to designate a State Agency responsible for administering Federal funds received under terms of the Act. At that time, many States had agencies concerned with library extension, but few States had agencies that administered State aid programs. All States had a State library serving State government. LSA provided the basis for establishing a common set of State Agencies and this in turn resulted in two changes. First, State government began to assume an increasing role in efforts to establish public library services. Second, State Agencies began to provide certain services on a Statewide basis directly or through contracts with large libraries. This was particularly true in those States that either did not have regional systems or in States where public libraries were relatively new and small.

The States also have assumed a major responsibility for planning as a direct result of LSCA. However, many of the States have prepared long range plans that are little more than compliance documents intended to meet requirements of the Act. Often these plans are general and do not provide measurable or useful outcomes against which progress can be determined. Although considerable Federal effort was made in 1972 to assist the States, it appears that for many States these efforts did not have long-term effects, in large part due to substantial staff turnover among State Agencies and the complexity of the planning model.

Implications

These findings support the importance of systems of public libraries as a means of introducing economy of scale in certain of the indirect or support services required by all public libraries. Moreover, regionalized structures may well provide a mechanism for providing certain information services (reference services, for example) that rely on telephonic communications or can otherwise be completed remotely. Clearly, there has been and continues to be substantial investment of LSCA Title I funds in the operation of regional and Statewide systems of public libraries. Although systems of libraries cannot be expected to respond appropriately in all instances to certain priorities of the Act (e.g., the needs of the Spanish-speaking in a community with substantial numbers of Hispanic Americans), there appears to be a continuing need for Federal involvement (funding) if these systems are to function according to their potential.

The importance of systems as a means of providing more cost-efficient service and as a means of increasing reasonable access to information resources appears to also have implications for the types of libraries providing those resources. Academic and special libraries offer significant resource potential as has been clearly demonstrated through activities funded with LSCA Title III funds. Academic and special libraries provide a considerable wealth of resources often matched only by larger public libraries. Current proscriptions barring the use of LSCA Title I funds by nonpublic libraries effectively limit the range of involvement that is possible. However, as a recent evaluation of LSCA Title III indicated, significant amounts of LSCA Title I funds are expended in efforts to promote and achieve library cooperation and networking (e.g., systems of libraries).[5] The data clearly indicate that multitype involvement is occurring and will occur in the future, especially if the States are provided greater flexibility in this area. Any concern that LSCA Title I would be used to subsidize nonpublic libraries is offset by the benefits that could be expected to accrue. Moreover, it is highly likely that there would be considerable counterpressure by public libraries to maintain current levels of support provided to them with LSCA Title I funds. Also, questions regarding governance structure would have to be resolved. A number of States cannot

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distribute funds to quasi-governmental agencies such as regional libraries, suggesting the further definition of the appropriate role of States in the support and control of systems of libraries is needed.

Findings--Public Library Services

Using LSCA Title I funds, State Agencies have been able to introduce a variety of new services to public libraries. Major changes have occurred in the area of new technology, community outreach, introduction of audio visual materials responding to the needs of nontraditional clients, and continuing education for librarians. These new services were reported by 90 percent or more of the States. Many of these new services appear to be adaptations to existing services rather than completely new forms of service. On the other hand, new services least often cited were those involving nontraditional programs that public libraries have not historically provided (e.g., environmental education, career education, business-oriented services). Fewer than 40 percent of the States reported that these services were added. An adjunct point is that among the sample of Fiscal Year 1978 LSCA Title I projects visited in this study, those started with LSCA Title I funds were more likely to result in significant changes in services to the public than activities that received LSCA Title I funding subsequent to being started. Moreover, when LSCA Title I projects were operated at the local level, they were more likely to produce significant changes in services.

The most significant finding concerning the effect of LSCA Title I on public library services is that an estimated 94 percent of the nation's public libraries (serving an estimated 197.8 million persons) were able in 1980 to cite at least one benefit (change in services or introduction of a new service) resulting from the LSCA Title I Program. In not one instance did public libraries that received a direct LSCA Title I grant fail to identify at least one benefit. The most often cited benefits were increased access to resources of other libraries (resource sharing through regional and multitype library systems), more adequate public library services (improved staff, improved print/nonprint resources and/or receipt of an unspecified purpose grant), and the provision of services to blind and physically handicapped persons. Many of these benefits or new services are a direct result of programs of service provided by regional library systems and State Agencies. However, it was also determined that public libraries receiving direct grants of LSCA Title I funds are far more likely to report new services resulting from the Program. This is particularly true in instances where LSCA Title I enabled local public libraries to reach new user groups or introduce and provide a nontraditional service.

Implications

These findings indicate that LSCA Title I has had a significant and widespread influence upon changes in services provided by public libraries. These changes have their greatest effect on the adequacy of services provided by public libraries. Changes were even more notable because LSCA Title I funding is small in contrast to State and local public library funding. These changes take two forms. The first is the adaptation or modification of existing service capabilities of local and State libraries rather than introduction of totally new services. Often these changes require moderate increases in funding. Most changes are of this type. The second includes the introduction of new technology to increase bibliographic access, an area that has received considerable LSCA Title I funding support. Often this change is exemplified by conversion to regionally based access to cataloging systems (e.g., OCLC or BALLOTS) These changes are most likely to have the immediate effect of improving public libraries; users of public libraries benefit from secondary effects (e.g., increased efficiency, increased bibliographic access).

In the main, however, changes are more likely to be incorporated if they impose minimal costs to the libraries making the changes. A Federal level assumption or expectation is that LSCA Title I funds will be used to fund demonstrations of new services. The reality is that introduction of new services carries with it the need for additional long-term support--support that is increasingly difficult to obtain from local sources of revenue. There is a cost to newness that LSCA Title I now appears to be underwriting.[6/] What these findings generally indicate is that the introduction and adoption of innovation and change carry associated costs, costs that inhibit their successful adoption without some form of outside support.

The second implication of these findings is that there appears to be a strong linkage between effects upon public library users and use of LSCA Title I at the local level. At present only 35 percent of all funds are used at the local level, and even less are used to support direct services. Clearly, indirect uses--those that strengthen State, regional and local libraries--tend to improve the adequacy of services. However, it is through direct service support, especially at the local level, that impacts on individuals are achieved. This paradox is characteristic of the current Federal legislation. On the one hand, public libraries as institutions should be improved. On the other, response should be provided to the needs of a variety of special population groups. However, these two needs are not always compatible given the current LSCA Legislation. The categorical grant structure of the program and the fact that it is State-based preclude significant Federal control of the use of funds, and the States respond to the pressures of their primary constituency group--public libraries. If this Federal expectation is to prevail, then the funding structure of the Program would have to be altered so that each goal could be addressed.

9.4: Effects of and Response to LSCA Title I at the Local Level

It is estimated that of all LSCA Title I funds expended during Fiscal Year 1978, \$20.53 million or 35.2 percent went to local public libraries. In addition, it is evident that services provided by regional and State libraries also reached and benefited local public libraries. Findings regarding the distribution of those funds and their relative impact in terms of the priorities of the Act are summarized and discussed.

Findings--Penetration of LSCA Title I Funding to the Local Level

On the basis of findings of the evaluation, it is estimated that 32.9 percent of all public libraries in the United States have received at least one direct LSCA Title I grant since 1965. In Fiscal Year 1978, the actual value of these grants varies from less than \$100 to over \$250,000. Often these grants included State funds. Over 81 percent of public libraries serving populations of 100,000 or more and only 25.4 percent of public libraries serving populations of less than 100,000 have received direct funding. Among public libraries receiving LSCA Title I funds directly, there is a general tendency for the services being funded to benefit at least one priority group specified in the Act but it is very unlikely that all LSCA Title I funds received will be utilized to support specialized service(s) responsive to a single priority group. This pattern was characteristic of libraries prior to 1970 and has remained unchanged over time. Also, among public libraries receiving a LSCA Title I grant, over half reported that the services supported with the grant were in existence before the grant was received. Finally, between 50 and 87 percent of these same public libraries report that other public libraries are in some way involved in the provision of the LSCA Title I supported services; a trend that appears to have strengthened over time.

In sum, larger public libraries--those serving 100,000 or more persons--are most likely to receive LSCA Title I grants directly; there is only modest targeting of services to specific groups or target populations; more often than not, LSCA Title I funds are used to improve or change a service although substantial amounts of LSCA Title I funds have been used to initiate new services; and, there is extensive involvement of other public libraries in the provision of services or conduct of activities receiving LSCA Title I support at the local level. In isolation, the above finding suggests only limited Program effects. However, benefits of activities funded at the State, regional, and local levels have extended to virtually all public libraries. Indeed, it is only among the smallest of public libraries (those serving less than 25,000 persons) that these benefits have not been reported.

Implications

A most important implication of these findings relates to the use of LSCA Title I funds to augment or improve existing services. Local public libraries appear more inclined to use outside funding (e.g., LSCA Title I funds) to modify an existing service rather than to install a new service requiring long range committment of new and often already limited local funding resources. This point reinforces the fact that LSCA Title I funds are more likely to be directed toward improvement of services and hence the adequacy of public libraries.

A second implication of these findings is that when LSCA Title I funds penetrate below the State level, they are most likely to be used by larger public libraries. During the 1975-1979 time period, the major urban libraries serving 250,000 persons or more were virtually assured of receiving some form of LSCA Title I assistance. In effect, the larger public libraries are receiving considerable LSCA Title I funding, although it is not possible to estimate the actual value of these funds. However, it is not clear that even these funds are sufficient given the significant economic and demographic changes experienced in areas served by these libraries.

Findings--Local Public Library Response to LSCA Title I Priorities

One of the evaluative concerns of this study has been to determine the extent to which local public libraries have responded to the priorities of the Act. Based upon 1977 estimates, local libraries administer in excess of 88 percent of the $1.34 billion in local, State, and Federal funds expended in support of public libraries, and as such were and are now responsible for most of the day-to-day service that constitute public library services. It is generally accepted that if significant changes are to be introduced, massive infusion of funding is needed. This understanding underlies past Federal efforts in the area of education, poverty, and housing. In comparison with other similar Federal efforts, LSCA Title I is a very modestly funded program. Yet, public libraries have responded to the various priorities of the Act in varying degrees. More importantly, this response has taken place largely through the use of available local and State resources, as the following findings indicate.

In only one priority area--services to blind and physically handicapped persons--have as many as 40 percent of local public libraries responded to an LSCA Title I priority with a specific or specialized service. Other major areas of response to priorities include services to special groups such as the aged (37.9% of all public libraries), improvement of services in geographic areas where they are inadequate (32.7% of all public libraries), and extending services to unserved persons in rural areas (30.8% of all public libraries). At the same time it must be noted that not all public libraries are faced with needs reflected by the priorities. Among public libraries responding to one or more priority of the Act with specific services, in only three instances--improving inadequate services (41%), extending services to disadvantaged persons in rural areas (37.9%), and providing services in a regional or national resource center (33.7%)--did more than one-third of these libraries utilize LSCA Title I funding to start the services. This finding strongly reinforces the earlier finding that the effect of LSCA Title I has extended beyond the limited funding provided to local public libraries.

However, there are very clear indications that continued provision of these specialized services is to some degree dependent upon LSCA Title I funding. With few exceptions, between 13 percent and 30 percent of all public libraries responding to one or more priorities of the Act are currently utilizing LSCA Title I funds to support some or all of their response. More importantly, local public libraries that used LSCA Title I funds to respond to one or more of the priorities are far more likely to depend upon LSCA Title I funds for the continuing support of their response. At the lower extreme, of the 37.9 percent of all public libraries that used LSCA Title I funds to respond to the need to extend services to the rural disadvantaged, 38.9 percent now use LSCA Title I to support some or all of that service. At the other extreme, of the 14.9 percent of all public libraries that used LSCA Title I to start services for residents of State Institutions, fully 74.7 percent now use LSCA Title I to support some or all of that service.

Implications

The above findings indicate that substantial numbers of local public libraries have, in fact, responded to the priorities of the Act. The Program has affected public library services beyond the limits of its funds. This is not intended to suggest that public libraries would not have responded to these priorities in the absence of LSCA Title I. On the contrary, it is reasonable to expect that public libraries would respond to local needs; needs that correspond to the priorities of the Act. However, LSCA Title I has certainly accelerated this process of change. It is less certain that these changes will continue given current economic trends.

A second implication of these findings is that a definite pattern of dependency upon LSCA Title I funding has developed. When LSCA Title I funds are used to implement a service, there is a strong tendency for recipient libraries to continue using LSCA Title I funds to support these services. Increasingly, local libraries are either unable or not permitted by local governments to obtain sizable increases in local funding and must compete with other local government services for funds. Often these other services (e.g., public protection, education, social services, transportation) receive higher priority. In effect, a long-term committment develops that has a subsequent effect of reducing the flexibility of State Agencies in their efforts to use funds to address changing needs. Yet, it has been shown elsewhere that use of LSCA Title I funds at the local level is more likely to yield positive effects for library users.

9.5: Patterns and Changes in the Use of LSCA Title I Funds

Determining how LSCA Title I funds are expended by the States provides decisive indicators about response to the intent of the Act. Equally important is that these uses define key parameters that will influence future changes in the Program. Because the prime concern of this study is LSCA Title I, findings summarized here relate to the use of LSCA Title I and factors affecting use. However, LSCA Title I funds do not work in isolation; considerable State and even some local revenues are expended in concert with the Federal funds. These State revenues include funds used to operate State Agencies and funds disbursed as State aid to local and regional public libraries. Often these funds are reported as part of a State's matching share. Of greater importance is that these Federal, State, and local funds are combined and used jointly. Thus, of the combined $193.51 million in LSCA Title I, State and local funds expended for public libraries in Fiscal Year 1975, only 28 percent or $54.14 million was provided through the LSCA Title I Program. In Fiscal Year 1978, the total combined amount had increased to $234.56 million, of which only 25 percent or $58.29 million was provided through the LSCA Title I Program. Of these combined amounts only 11.1 percent during Fiscal Year 1975 and 9.7 percent during Fiscal Year 1978 represented expenditures from LSCA Title I sources only.

Findings--Use of LSCA Title I Funds

Together, State Agencies, regional public libraries, and local public libraries accounted for 92.9 and 90.1 percent of all LSCA Title I funds expended in Fiscal Years 1975 and 1978. During Fiscal Year 1975, local public libraries expended the major share of these funds ($23.6 million or 43.3%) with State Agencies and regional public libraries expending 28.9 percent and 20.7 percent respectively. In Fiscal Year 1978, this trend had shifted significantly: local public libraries expended $20.5 million or only 35.2 percent of the $58.29 million in LSCA Title I funds, while State Agencies increased their share to 35.2 percent.

This shift of expenditures away from the local level is influenced by a complex set of factors. First, because of reductions in State funding, some States are more dependent upon LSCA Title I to support State or regional operations. Second, other States have increased State aid to public libraries thereby allowing the LSCA Title I funds to be redirected. Indeed, the dispersion of LSCA funds to State, regional, and local levels is influenced by the presence of a State aid program for libraries. States with a State aid program spent half as much of their LSCA Title I funds at the State level as did States without any State aid program. Consequently, States with a State aid program expend more of their LSCA Title I funds at the regional and local levels. Third, there is increased investment in multilibrary cooperative efforts intended to yield cost efficiency through enlarged scales of operation.

Expenditures of LSCA Title I funds by library cooperatives and consortia increased across the two Fiscal Years (increasing from $0.58 million in Fiscal Year 1975 to $1.3 million in Fiscal Year 1978). The amount of LSCA Title I funds expended directly by State supported institutions during Fiscal Year 1975 remained virtually unchanged in Fiscal Year 1978.

Although the States are provided with considerable latitude in determining how LSCA Title I funds will be spent, there is a Federal expectation that the States will expend these funds in accordance with various priorities of the Act. The finding of this evaluation is that in recent years, a significant proportion of available LSCA Title I funds have been expended on services that do not directly benefit the various priority groups identified in the Act. During Fiscal Year 1975, 40.1 percent of all LSCA Title I funds were expended for activities most likely to benefit the general public, that is, persons not included in a priority group identified in the Act. During Fiscal Year 1978, that amount had increased to 49.8 percent of the total. More often than not, these funds are used to support new activities begun with LSCA Title I funds or are used to support indirect services (e.g., interlibrary loan or centralized processing) that improve the efficiency of operations, or are used to supplement funding of operations and thereby contribute to increased adequacy of service, but do not directly benefit the priority groups.

Direct expenditures of LSCA Title I funds for priority groups identified in the Act accounted for 24 percent of LSCA Title I funds during Fiscal Year 1975 and only 18.7 percent during Fiscal Year 1978—a significant decrease. Moreover, on the average, these activities were funded at far lower levels especially institutional services. In States where State legislative bodies limit the authority and flexibility of the State Agency, a lower proportion of funds tend to be expended for the targeted priority areas. These limitations on control over use of funds often constrain State Agencies. During these same two Fiscal Years, expenditures to strengthen State Agencies increased less than one percent. With few exceptions, expenditures to strengthen State Agencies concentrated on library service activities rather than administrative activities.

Still another expectation at the Federal level is that LSCA Title I funds, because they are limited, should be used to support the demonstration of new or improved services and not be depended upon as a source of long-term funding. The findings of this study indicate that substantial amounts of LSCA Title I funds are invested in demonstrations and long-term support or operational funding, but that a considerable shift toward use for long-term support funding has taken place. During Fiscal Year 1975, 41.9 percent of all LSCA Title I funds was expended for short-term demonstration activities (projects) while 46.9 percent was expended for long term ongoing activities. During Fiscal Year 1978, this pattern had shifted: 32.7 percent was expended for short-term demonstrations and 56.4 percent for long term ongoing activities.

Increasingly, LSCA Title I funds are being used to support long-term ongoing activities rather than demonstrations. Those States with a State aid program for public libraries are more likely to expend a larger proportion of their LSCA Title I funds on short-term demonstration activities. Relative to State funding sources, LSCA Title I funds are more likely to support demonstration projects. Also, when LSCA Title I and State funds are considered together, combined funds are contributing significantly to the support of regional public libraries. Finally, State funds provide the most significant source of support for administrative functions relating to the Act.

A major factor influencing the use of LSCA Title I funds may be inflation. When Fiscal Year 1978 expenditures of LSCA Title I funds are adjusted to be comparable with Fiscal Year 1975 expenditures, the following is revealed. First, the overall amount of Fiscal Year 1978 funds expended ($58.29 million) is 10.5 percent less than the Fiscal Year 1975 amount. That is, while the amount of funds increased between the two years, the real purchasing power dropped significantly. Inflation had its greatest effect in instances where there was low or no growth in funding levels. For example, when the effects of inflation are considered, the value of LSCA Title I funds expended by local public libraries actually decreased by 27.2 percent between Fiscal Years 1975 and 1978. Similarly, LSCA Title I funding for activities responding to LSCA Title I priority groups dropped an average of 25 percent. Further, expenditures for demonstrations decreased by 29.8 percent while expenditures for long term ongoing activities increased by 10.4 percent. Inflation helps to explain the apparent trend toward increased expenditures for long term and basic services of public libraries. It also helps explain the increased emphasis on regional libraries; an emphasis that should result in long-term cost efficiencies brought on by the consolidation of duplicative activities.

Implications

These findings appear to have the following implications for the LSCA Title I Program. First and most importantly, there is a clear difference between Federal level expectations and the reality of Program operations. According to current Federal level expectations, the Program should be predominantly characterized by demonstrations of new services and innovations, and significant expenditures of funds to stimulate and provide services to a range of groups with special or unmet needs. In reality and as best can be determined, the Program is characterized by considerable support of long-term programs and activities, and even more considerable expenditures for activities that are at best only indirectly related to the needs of the various priority or target populations. There are many reasons for this.

First, LSCA Title I funds have been and continue to be used to increase or augment support of existing services at the State, regional and local levels. Second, current long term expenditures result from the need to continue services and activities initiated with LSCA Title I funding. This is particularly true for systems of public libraries. A third reason for this trend is that the Federal government has not assumed a highly directive or controlling role in the administration of the

Program. Reasons for this include the mandated stipulation that the States and localities should not be interferred with as a result of the Act. More importantly, successive Administrations have not taken on what might be termed an advocacy role with regard to library services. The immediate manifestation of this Federal posture has been ineffective State use of planning processes and corresponding Federal review/approval authority allowed for under the Act. Few State plans submitted under this Program provide Federal Program managers with an effective means of assuring that the States are accountable to the programmatic expectations of the law.[7] Also, State Agencies cannot be expected to operate in isolation. They are subject to the influences of State legislatures, governmental philosophies, budgetary limitations, and organizational barriers. If current patterns of use are not in keeping with Federal expectations, then it appears that the the Legislation and the authority of Federal Program management will have to undergo considerable change.

The findings also indicate that the Federal government has, in effect, become a ongoing source of funding for public libraries. LSCA Title I has introduced structural changes that it now supports. In spite of the fact that many States view LSCA Title I funding as unpredictable, many States now rely heavily upon these funds. Withdrawal or redirection of LSCA Title I funds used for demonstrations would cause short term disruptions among the affected agencies (e.g., discontinuation of a trial service or activity). The same cannot be said for the remaining 60 percent of LSCA Title I funds used for ongoing support purposes. Withdrawal or redirection of these funds would be expected to cause considerable setbacks and reductions in levels of service. Further, it is by no means clear that State or local revenue sources could or would be diverted to make up those losses. Indeed, while State funds for public libraries have increased significantly over the period of time that LSCA Title I has been operational, these sources have not escaped the effects of inflation. The result is that when State Agencies are faced with diminishing resources, there is far less ability to undertake risk in the form of new services. If major changes and expansion of services continue to be nationally desired outcomes, then significant resources will have to be made available to underwrite these changes, and more stringent controls will have to govern the use of these resources.

9.6: Public Libraries and Alternative Federal Roles

The findings of this evaluation indicate that LSCA Title I has provided the States with a significant and effective lever for improving the accessibility and quality of public library services and for introducing change in the structure of public libraries. Also, it has and is now serving as an impetus for public library response to the library and information needs of a variety of special populations that have not been among traditional users of public library services. And, while the findings indicate that the majority of persons in the Nation now have access to public library services, the findings also indicate that significant gaps in the quality and accessibility of those services remain. The findings also indicate that LSCA Title I functions primarily as a form of institutional aid to public libraries. However, the legislation also gives priority to services for a range of incrementally added priority groups. These two somewhat divergent expectations present a basic contradiction in Program expectations, and this contradiction has inhibited a balanced State response to the needs of these target groups. Moreover, LSCA Title I funds are increasingly being used to provide long term support for public library services rather than to demonstrate new services. Three factors explain this apparent trend. First, LSCA funds are distributed to the States with very few restrictions. Second, the overall cost of providing public library services is increasing at a more rapid rate than funding resources and this fact has created pressure to concentrate LSCA funding on support of basic services. Third, programs of library services that began as demonstrations often tend to require ongoing infusion of LSCA Title I funds so that the service might continue. The Federal government has, in effect, been placed in a position of providing long-term support for public library services.

In 1982, LSCA is slated for reauthorization. At that time, Congress will render a decision on the appropriateness and desirability of the current Federal role in support of public libraries and public library services. This decision may result in the continuation of LSCA as currently framed, continuation in altered form, or promulgation of new legislation as was suggested recently through introduction of S.2859 (National Library and Information Services Act). The outcome will be shaped through resolution of three general issues. The first is defining the appropriate Federal role as it relates to public libraries and public library services. A variety of questions have been suggested in past efforts to define this role including: Should the Federal government have an ongoing responsibility to support local and State libraries? Should the Federal government encourage and support a national library and information network, and if so, who should control the network? Should the Federal government direct its funding at demonstrations or ongoing support? Once the question of Federal role is resolved, it will then be necessary to resolve the issue of the level of funding that the Federal government can provide for public libraries. Key questions about funding level include: Is the current funding level appropriate? What is the appropriate Federal share of the overall cost of providing public library services? A final issue is the level of control that the Federal government should exert in the use of Federal dollars. Key questions include: Should Federal funds be distributed on a discretionary, categorical, or block grant basis or some combination of these alternatives? To what extent should the recipients of Federal funds be accountable for the use of those funds? It is highly likely that economic factors will exert the most immediate influence on the resolutions of these issues. On the other hand, funding for public libraries is becoming increasingly harder to obtain especially in major urban centers. On the other, there is increasing pressure to reduce government spending.

The findings of this study can inform decisions about alternative Federal roles in support of public libraries that the Congress, Executive Branch, and library community will consider. Three basic alternatives are possible:8/

- Elimination or significant reductions in Federal funding of LSCA;
- Retention of LSCA as currently framed or with changes; or
- Promulgation of a new legislative initiative that would replace LSCA.

The first alternative would represent a decision to end or specificantly reduce Federal participation in the funding of public libraries. This decision as it relates to LSCA would not affect the library and information functions provided by the Library of Congress and the various national libraries and information clearinghouses. The second alternative would represent an affirmation of the current Federal role. The third alternative could signal a major redirection in the current Federal role. Based on the results of this evaluation, each alternative is examined and its attendant strengths and weaknesses are summarized.

Elimination or Reduction of Federal Involvement in Public Library Support

This alternative would most likely be implemented through reductions in appropriation requests and culminate in a Congressional decision to not reauthorize or to substantially reduce appropriations. One possible argument in favor of this alternative is that the Program has been in existence for nearly 25 years--sufficient time to accomplish Federal objectives set forth by Congress. A second argument is

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that cessation would force those States that commit only limited State revenues in support of State and public libraries (especially, rural and western States) to seriously reconsider the State role as a funding partner. The findings of this evaluation lend very little support to these arguments. In fact, the findings of this evaluation suggest that, if implemented, this alternative would have a number of damaging effects:

- Public library services and activities of State Agencies highly dependent upon LSCA funding would be severely curtailed. Services such as bookmobiles, centralized processing, and interlibrary loan programs would be reduced and possibly eliminated in States where State Agencies depend upon LSCA Title I to provide these services;
- Statewide public library planning and administrative functions in States dependent upon LSCA would be diminished;
- Library services for residents of State supported institutions in many States would be severely reduced and in some States eliminated;
- Support of services and staff for blind and physically handicapped persons would be reduced;
- Efforts to provide services to limited English-speaking persons would be eliminated in most States;
- Demonstrations of new and innovative public library services would cease in virtually all States;
- While some States have been successful in using State funds to support innovation and the introduction of technology, many other States are dependent upon LSCA Title I and those States would loose the capacity to continue introducing technological innovation;
- Regional and local public libraries dependent upon LSCA Title I funding would find it necessary to curtail services;
- Involvement of academic and special libraries in networks and other cooperative efforts to provide public library services--especially those activities supported by LSCA Title III--would be severely curtailed in all but a few States; and
- Most regional public library systems would remain in place but further significant development and strengthening could not be expected to occur, except in those States that support public library systems with State funds.

Overall, unless most State governments were prepared to substantially increase the commitment of revenues to fully support State Library Agencies, regional libraries and specialized services, then cessation of Federal funding would not be beneficial. This is especially true in States that are highly dependent upon LSCA.

Retention of LSCA

Under this alternative, the existing legislative framework would be retained and the Program would continue for at least another five years. Within this alternative, two directions are possible. The first would be to permit the States to exercise significant control over the use of LSCA funds. This direction is typified by the current Program structure and operation, and the current strengths of the Program would prevail:

- States would exercise significant control over the use of funds and set the direction of response to Federal goals;
- Regional public libraries and other efforts to introduce economy of scale would continue to receive support;
- Technology and innovation would continue to be introduced;
- Demonstration programs would continue but at an ever diminishing rate as the cost of services increase;
- Public library services for residents of State supported institutions would continue but improvement in the quality of those services could not be expected; and
- Public library services for blind and physically handicapped persons would continue.

A number of shortcomings would attend this alternative:

- The current paradox contained in the Legislation of providing institutional aid to the public library and responding to needs of special target populations would prevail;
- State priorities would continue to clearly dominate over Federal priorities;
- Federal direction and leadership would remain diffuse;
- State accountability for national objectives would remain very weak; and
- Rigid separation of Titles I and III would continue to present an effective barrier to increased multitype library involvement, and this would continue to hamper State efforts to broaden the resources available to users of of public libraries.

A second direction would be to substantially strengthen the Act so as to improve the quality of State response to national objectives as well as to aid the States in formulating appropriate responses to these objectives. Certain changes could be addressed administratively through regulations while others would require changes in the legislation. Legislative changes indicated by the findings of this evaluation include:

- Provide a clear distinction between institutional aid to State, regional, urban, and local libraries and support of services responding to target groups. For this later intent, specific maintenance of effort and/or matching funding requirements might be extended to each of the groups judged to have critical needs. Moreover, it might be desirable to define specific set-asides of Federal funds, although these set-asides would have to be reflective of State capabilities and needs;
- Restructure the current nonfederal fund matching and maintenance of effort requirements in such a way that State funds would provide most if not all of the matching funding for those programmatic areas not already having maintenance of effort requirements; and
- Increase integration of Title I and Title III thereby affording the States with greater flexibility in efforts to improve systems of libraries and derive greater benefit from the resources of academic and other nonpublic libraries. This might be accomplished by enfolding the language and appropriation level of Title III into Title I and allowing the States to determine the overall level of funds they would distribute to nonpublic libraries.

Additional administrative changes in Program regulations and requirements would include:

- Specific and binding review and approval of State plans for the improvement of public libraries and response to service needs of the various priority groups in the Act;
- Specific definition of the target groups (e.g., limited English-speaking and disadvantaged), and the overall role of LSCA in meeting the public library need of these groups;
- Greater specificity as to what constitutes strengthening the State Agency (e.g., direct services, support services, planning/administration);
- Increased emphasis upon the physically handicapped;
- Increased authority and involvement of Federal program managers in areas pertaining to Program management;
- Clearer specification of policy regarding the use of Federal funds; and
- Greater specificity about unique State needs and conditions and their effect on State response to LSCA.

These changes could be expected to address many of the problems and shortcomings identified in this evaluation while at the same time retaining many of the Program's strengths. The strengths of this direction are:

- The Program would remain a State-based and administered program. At the same time, the States would be required to prepare and adhere to public library development programs that integrate Federal and State needs and that provide for real and measurable progress in meeting those needs;
- A clear definition of the two thrusts of the Act--institutional development (including urban libraries) and target populations--would be provided;
- Increased stimulation of State funds in States with the greatest need would be provided;
- States would be provided increased flexibility in efforts to incorporate multitype library resources in the mainstream of public libraries;
- Planning and accountability at the Federal and State levels would be considerably improved;
- Federal funds could be used more effectively vis-a-vis Federal objectives; and
- Over the short term, a balance between State and national priorities would be likely to obtain.

Possible weaknesses of this alternative are:

- The Program would be more complex to administer at the Federal and State levels;
- Relatively limited funding combined with inflation would continue to diminish the ability of the States to continue supporting programs of demonstration and innovation;
- Over the long term it is likely that Federal priorities would dominate and State level control would be diminished.

Promulgation of a New National Legislation

A third alternative would result in a continuation of Federal involvement along with a major redefinition of the Federal role in public library development and support. It is highly likely that such a major change would result from economic and political pressures. Depending on these pressures, one of two divergent approaches would be taken. The first is best exemplified by the "National Library and Information Services Act" (S. 2859), introduced for study in the Spring of 1980. This approach provides for direct assistance to public libraries and significant and continuing investment in a broad range of categorical areas. Under this Act, authorized levels of Federal funding would be increased substantially. Overall, the Federal role would be highly defined.

A second approach would be to replace the current categorical program with a block grant program. Although this approach as a general legislative strategy has enjoyed only limited Congressional support in the past, there is increasing support for this form of legislation. Indeed, there was some discussion about the feasibility of merging public and school library programs into a block grant program. Block grants provide a means of: (1) providing aid to a range of activities falling within a broadly defined area; (2) providing recipients with substantial discretion in allocating funds; (3) minimizing Federal administrative and information requirements; and (4) distributing funds on the basis of statutory formula. Assuming that the States remained the initial recipient of funds under a block grant program and that the program (or one aspect of a broader block grant program) focused on public libraries, the following strengths would be evident:

- Control of funds would be decentralized; and
- Existing planning and management procedures and organizations would not be duplicated, leading to greater economy and efficiency.

Generally accepted weaknesses of block grants are:

- Targeting to meet special or specific needs is often hard to accomplish without resorting to the administrative procedures and funding prescriptions that block grants attempt to replace;
- Innovation would give way to more basic support needs unless significant levels of fund were available; and
- Accountability is often difficult to obtain.

Overall, a block grant program could be expected to supplement ongoing programs of services at local and State levels--and in some States at the local level only.

Conclusion

In sum, the direction that LSCA and especially LSCA Title I will follow in 1982 will largely be a function of the Congressional and Executive Branch of government and public (library) interest groups. It is equally clear that economic trends of the past ten years will temper the Federal response to public library user needs in terms of the cost and control that can be assumed nationally. The results of this study indicate that past Federal involvement examined in this evaluation has achieved notable and important improvements in public library service. At the same time, there are significant aspects of public library services in need of improvement that can be addressed at the Federal level.

Footnotes

[1] There is reason to believe that considerable Program impact was achieved prior to 1965. Moreover, LSCA Title II (Construction) was instrumental in establishing or assisting the establishing of significant numbers of public libraries. Published Department of Education data estimate that 2,042 public library projects were approved during the 13-year period ending in Fiscal Year 1977. However, virtually all of these projects were completed in localities having some form of locally based public library service.

[2] When these percentages are adjusted to reflect the nation as a whole, only 4.4 percent of all county jurisdictions and less than 6.0 percent of all small towns do not have locally supported public libraries.

[3] NLS provides special materials for blind and physically handicapped persons, at no charge. However it does not provide funding to support the circulation of these materials.

[4] This relationship is only presumed because measures of adequacy used by the States are not sufficiently sensitive to the outputs or services that public libraries provide.

[5] Applied Management Sciences, A Study of Library Cooperatives Network and Demonstration Projects, U.S. Office of Education, March 1978.

[6] This point is discussed further in Section 9.4 in terms of local level response to the priorities of the Act.

[7] This does not mean that the States have misused the Federal funds. Fiscal accountability has been maintained.

[8] Clearly, other alternatives are possible if the many sources of information and viewpoints are considered. However, this discussion must necessarily be limited to LSCA.

APPENDIX A

RESEARCH METHODS

RESEARCH METHODS

Chapter 3 presented a general overview of the research methods which guided the current inquiry of the LSCA Title I Program. The presentation which follows represents a more detailed account of the methods used to conduct this evaluative study. Special attention is given to discussing the sampling procedures used. In those instances where the universe is surveyed (i.e., all elements of the universe were surveyed) the procedures followed in the selection of respondents to participate in the study are described.

In order to collect the needed information to address the objectives of the study, data were collected from a number of sources. There were three primary sources of data: (1) State Library Administrative Agencies; (2) LSCA Title I projects; and (3) a sample of public libraries. At the State Agency and project levels data were obtained through a series of structured interviews with State Agency officials and staff who were presumed to be knowledgeable of the administration and operation of the LSCA Title I Program. These interviews were completed during site visits by teams of trained interviewers hired for the study. Data were collected from the sample of public libraries via a mail survey. Directors of public libraries were asked to complete a brief questionnaire. This survey form contained questions concerning the services offered by their library, their library's history of receipt of direct LSCA Title I funding, and the LSCA Title I Program in their State.

A.1: Description of Respondent Populations, Sampling Designs and Survey Procedures

State Library Administrative Agencies. State Library Administrative Agencies are defined as the official agency of a State charged by law of that State with the extension and development of public library services throughout the State, which has adequate authority under the law of the State to administer the State plans in accordance with the provisions of the Library Services and Construction Act (P.L. 84-597, as amended). A total of 57 such agencies have been designated for administrative purposes: the 50 States; the District of Columbia; and 6 Territories and Possessions. For this study, the universe of State Library Administrative Agencies includes only the 50 States, the District of Columbia, and Puerto Rico.

All elements of the identified universe of State Agencies were surveyed. At each State Agency interviews were completed with the Chief State Library Administrative Officer, the LSCA Title I Coordinator, and two senior level State Agency staff. Descriptions of these respondents and the reasons for surveying the universe of State Agencies, instead of selecting a sample, were presented in Chapter 3 and will not be repeated here.

As part of the two day site visits to the State Agencies, interviews were conducted with the Chairpersons of the LSCA State Advisory Council on Libraries. Each State is required under provisions of LSCA Title I to form a State Advisory Council on Libraries to advise the State Agency in planning and policy matters. The identity of these persons were determined through USOE program records and confirmed during entrance interviews with the Chief State Agency Officer and the LSCA Title I Coordinator. For reasons specified in connection with the State Agencies, all elements of the population of Chairpersons of the State Advisory Council on Libraries were surveyed.

Also interviewed during the visits to State Agencies were persons assigned to State level legislative committees or subcommittees having legislative oversight for public library programs. Excluded here are legislators. State legislative staff include persons responsible for assisting in budget oversight, formulation of legislative proposals and liaison with the State Agency. This population was identified through discussions with each State's Chief State Library Administrative Officer. Within each State, one respondent meeting this description was interviewed

LSCA Title I Projects. Selection of Fiscal Year 1978 LSCA Title I projects was accomplished through a proportional stratified random sampling technique. The sample design was capable of providing national level estimates of the proportion of projects that represent broad project types and types of services provided. For this survey, three stratification variables were employed. These variables were expected to be systematically related to differences in project outcomes. The first stratification variable was *administrative locus* of the project. Three categories were associated with this variable: administration at (1) the State Library Administrative Agency level; (2) the substate regional level; or (3) the local public library level. It was expected that the ways in which funds are used at each of these levels will differ significantly. The second stratification variable, total project *funding level*, had three categories: (1) high--greater than $100,000; (2) medium--between $15,000 and $100,000; or (3) low--less than $15,000. The third stratification variable was the type of *targeting* that characterizes the project *vis-a-vis* the priorities of the Federal program. Three cateogries were used: (1) the project addresses a single target group (e.g., the blind, or the limited English-speaking); (2) the project addresses multiple target groups; and (3) the project does not address any target groups. The final stratification variable provides a suitable proxy for differentiating the degree to which a specific project corresponds to the priorities of the Act. The resulting sampling frame consisted of a 27 cell matrix, within which a total of 1,604 projects were distributed. The complete matrix is presented in Table A.1. Figure A.1 presents the geographic distribution of the sample of 100 projects.

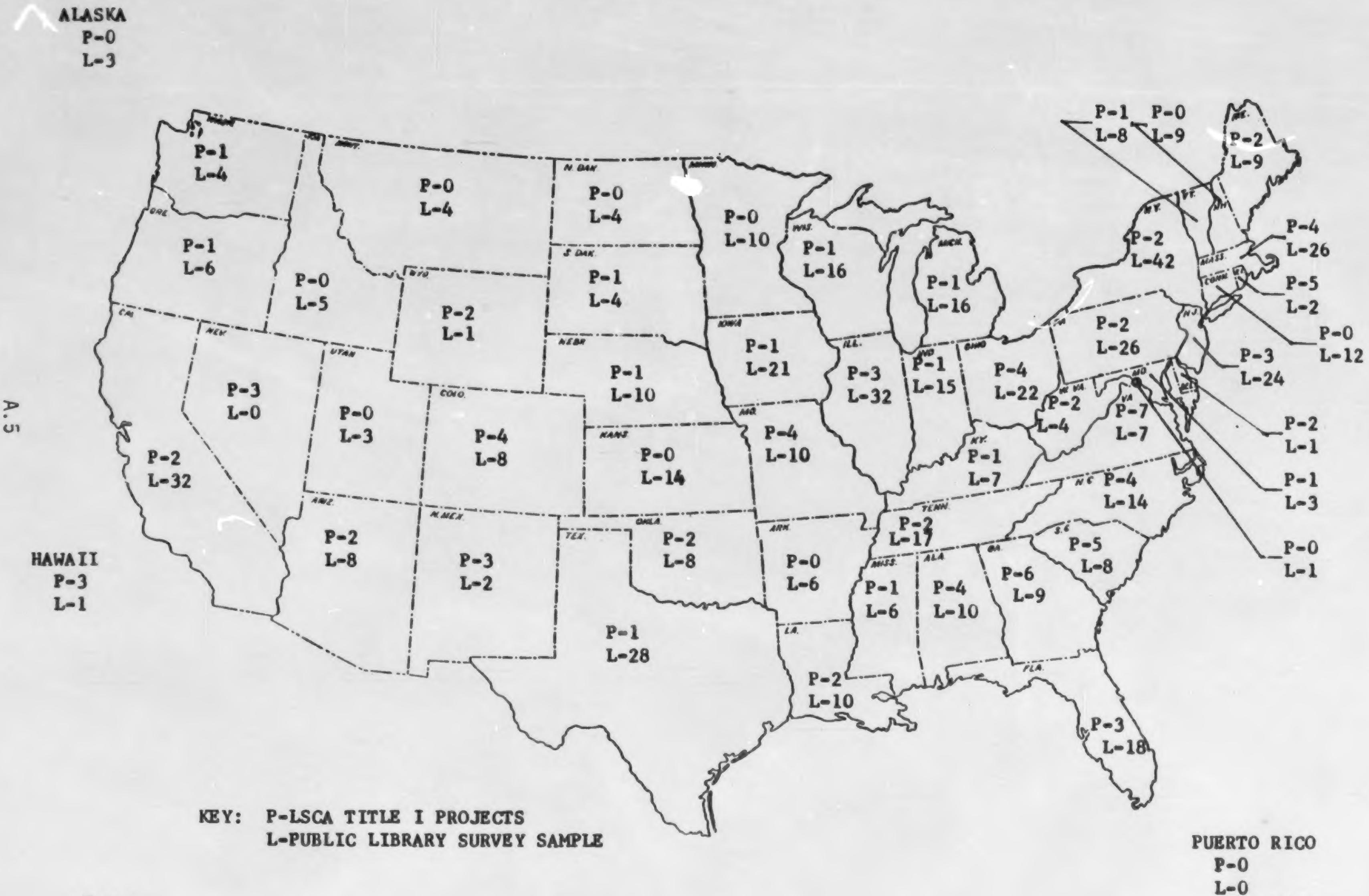
For this survey it was determined that an overall sample size of 100 projects would provide sufficiently precise national estimates of key variables. This sample size provides an overall sampling error of

TABLE A.1: LSCA TITLE I PROJECT SAMPLING MATRIX: POPULATION AND SAMPLE SIZE DISTRIBUTIONS

			ADMINISTRATIVE LOCUS					
	TOTAL ALL PROJECTS		STATE		REGIONAL		LOCAL	
	N*	n*	N	n	N	n	N	n
Total All Projects	1604	100	350	21	469	30	785	49
Single Target	494	30	89	5	88	6	317	19
Multi Target	603	38	114	7	208	13	281	18
No Target	507	32	147	9	173	11	187	12
Low Funding Level	720	44	77	5	137	8	506	31
Single Target	274	16	18	1	36	2	220	13
Multi Target	224	14	18	1	48	3	158	10
No Target	222	14	41	3	53	3	128	8
Medium Funding Level	652	40	153	9	249	16	250	15
Single Target	176	11	47	3	42	3	87	5
Multi Target	289	17	53	3	118	7	118	7
No Target	187	12	53	3	89	6	45	3
High Funding Level	232	16	120	7	83	6	29	3
Single Target	44	3	24	1	10	1	10	1
Multi Target	90	6	43	3	42	3	5	1
No Target	98	6	53	3	31	2	14	1

*N=Population Size; n=Sample Size

FIGURE A.1: LSCA TITLE I PROJECT AND PUBLIC LIBRARY SAMPLE SIZE PER STATE


ALASKA
P-0
L-3
WASH. P-1 L-4
MONT. P-0 L-4
N. DAK. P-0 L-4
MINN. P-0 L-10
P-1 L-8
P-0 L-9
ME. P-2 L-9
ORE. P-1 L-6
IDA. P-0 L-5
WYO. P-2 L-1
S. DAK. P-1 L-4
WIS. P-1 L-16
MICH. P-1 L-16
N.Y. P-2 L-42
P-4 L-26
MASS.
CONN.
R.I.
P-5 L-2
P-0 L-12
CAL. P-2 L-32
NEV. P-3 L-0
UTAH P-0 L-3
COLO. P-4 L-8
NEBR. P-1 L-10
IOWA P-1 L-21
ILL. P-3 L-32
IND. P-1 L-15
OHIO P-4 L-22
PA. P-2 L-26
N.J.
P-3 L-24
MD.
DEL.
W. VA. P-2 L-4
VA. P-7 L-7
P-2 L-1
P-1 L-3
P-0 L-1
KANS. P-0 L-14
MO. P-4 L-10
KY. P-1 L-7
N.C. P-4 L-14
TENN. P-2 L-17
S.C. P-5 L-8
ARIZ. P-2 L-8
N. MEX. P-3 L-2
TEX. P-1 L-28
OKLA. P-2 L-8
ARK. P-0 L-6
MISS. P-1 L-6
ALA. P-4 L-10
GA. P-6 L-9
LA. P-2 L-10
FLA. P-3 L-18
HAWAII
P-3
L-1
PUERTO RICO
P-0
L-0
KEY: P-LSCA TITLE I PROJECTS
L-PUBLIC LIBRARY SURVEY SAMPLE

approximately ± 10 percent at the 95 percent confidence level. The 100 projects selected represented 6 percent of the total project universe. Within each cell of the sample design matrix a 6 percent sample of the projects was drawn. In all instances, at least one project was selected from each of the 27 cells.

Within each project, the Project Director was interviewed. Two project staff persons were selected for interviews through nomination by the Project Director. Sampling of Setting Directors was in all instances accomplished as a direct result of the project selection design. However, in instances where (a) the project was based in the State Library Administrative Agency or (b) the Setting Director and the Chief Staff Library Administrative Officer were the same individual, an interview with the Setting Director was not attempted since this would have resulted in an unwarranted increase in response burden.

Selection of the setting staff was accomplished through the use of probability methods in order to provide a nationally representative sample. The overall target sample size was 400, or four staff per project setting. This sample size would provide a sampling error of approximately ± 8 percent at the 95 percent confidence level due to the cluster sampling design. Selection of these respondents was accomplished by first reviewing a roster of setting professional employees with the LSCA Title I project director to identify those persons who were familiar with the project, and then selecting, at random, four persons from the roster. Where the number of setting staff professionals was less than five, all staff were to be selected.

The selection of project staff and setting staff proved problematic once data collection activities began. In many cases, interviewers were unable to complete the maximum number of interviews. This inability was related to the nature of many of the LSCA Title I projects visited and the organizational setting in which the projects operated. Many times, there was no discernible or distinct project activity apart from the day-to-day operations of the libraries visited. In addition, staff sizes at some of the projects visited were small and staff often were not very knowledgeable of the projects' activities or of LSCA Title I. While staff were knowledgeable of the specific activities in which they were directly involved, they had limited understanding of the broader LSCA Title I Program. Often, these individuals were also unable to provide useful data on project activities when the services provided by the project did not relate directly to the primary responsibilities and duties. The combination of these factors resulted in the sample sizes of project staff and setting staff being substantially smaller than had been anticipated at the onset of the study. In light of these observations, the responses of project staff and setting staff were used sparingly in the analysis of the data. However, the observation that these individuals were in most cases unfamiliar with the general LSCA Title I Program as well as Title I activities in their own State and organization is an interesting finding in itself.

Public Libraries. A probability sample of public libraries was selected from the universe of all public libraries in the United States, utilizing data furnished by NCES (updated to 1977). The sampling design was capable of providing national estimates as well as selected subclass estimates. For this survey, two stratifying variables were employed. The first is geographic region as defined by NCES in the LIBGIS I survey. Four regions were included as defined below:

North Atlantic

Maine
New Hampshire
Vermont
Massachusetts
Rhode Island
Connecticut
New York
New Jersey
Pennsylvania
Delaware
Maryland
District of Columbia

Great Lakes and Plains

Ohio
Indiana
Illinois
Michigan
Wisconsin
Minnesota
Iowa
Missouri
North Dakota
South Dakota
Nebraska
Kansas

Southeast

Virginia
West Virginia
North Carolina
South Carolina
Georgia
Florida
Kentucky
Tennessee
Alabama
Mississippi
Arkansas
Louisiana

West and Southwest

Montana
Idaho
Wyoming
Colorado
New Mexico
Arizona
Utah
Nevada
Washington
Oregon
California
Alaska
Hawaii
Oklahoma
Texas

The second stratification variable was the population size of the area served by the public library. The following categories were utilized:

- Population served is greater than or equal to 1,000,000 (N = 13);
- Population served is between 250,000 and 999,999 (N = 102);
- Population served is between 100,000 and 249,999 (N = 225);
- Population served is between 25,000 and 99,999 (N = 1,224); and
- Population served is less than 25,000 (N = 6,912).

Population size was thought to be related to varying patterns of use of LSCA Title I funds, and to variations in outcomes of the services that are provided. Population size also provided a mechanism for assuring that adequate representation will be achieved for examining variations in terms of the urban and rural emphasis of the legislation.

For this survey, it was determined that an overall sample size of 504 libraries would provide sufficiently precise national estimates of key variables. It then became necessary to determine how to best allocate the sample to the public library size categories identified above. The strategy chosen was to optimize the design by allocating the sample sizes to each of the five size categories so as to equalize the variance of population estimates for each size grouping. Thus, larger sample sizes were used for the two smallest size categories to offset the effects of smaller sampling fractions in these strata. All elements in the largest size category were selected with certainty. The total sample was allocated in the following manner:

- Population greater than 1,000,000: 13 public libraries;
- Population between 250,000 and 999,999: 45 public libraries;
- Population between 100,000 and 249,999: 57 public libraries;
- Population between 25,000 and 99,999: 175 public libraries; and
- Population less than 25,000: 214 public libraries.

The estimated sampling error for these subclasses is a function of the sample size (n), the estimated proportion of libraries reporting use of LSCA Title I funds (p), and the sampling fraction (f). The results of applying the general formula for computing the standard error[1] is shown in Table A.2.

TABLE A.2: SUMMARY OF PUBLIC LIBRARY SAMPLE DESIGN

SIZE OF POPULATION SERVED	POPULATION SIZE N(est)	SAMPLE SIZE $n_{(a)}$	SAMPLING FRACTION f	ESTIMATED PROPORTION W/FUNDS p	ESTIMATED SAMPLING ERROR
Greater than 1,000,000	13	13	1.00	.90	--
250,000 - 999,999	102	52	.43	.90	± 3%
100,000 - 249,999	225	66	.26	.90	± 3%
25,000 - 99,999	1224	201	.15	.50	± 3%
Less than 25,000	6912	247	03	.50	± 3%

(a) Samples sizes shown incorporate 15 percent oversample to offset effects of nonresponse.

In addition, the total sample size was increased by 15 percent or 75 public libraries, distributed proportionately across the four applicable strata. This was done to offset anticipated nonresponse. The actual number of public libraries selected in each State is presented in Figure 1 (page 5).

Estimates of population attributes were computed using the reciprocal of the sampling fractions for each category. Overall or combined population estimates were weighted to take account of the differing selection probabilities across cells.

During the design of the survey of public libraries it was discovered that the universe file from which the sample was drawn contained several inaccuracies. Specifically, in several instances duplicate listings occurred (i.e., the same library appeared more than once in the library universe file) and branch libraries were included as distinct elements of the universe. Since branch libraries were not included in the definition of public libraries as separate library units these libraries were eliminated from the universe file.

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[1] $SE(p) = \sqrt{(1-f)\ \frac{pq}{n-1}}$

The survey procedures for the study of public libraries were designed to keep nonresponse to a minimum. Multiple mail and follow-up procedures were used to accomplish this goal. Where multiple mail procedures did not result in a returned and completed questionnaire, telephone interviews were completed by trained project staff. These telephone interviews revealed that the majority of nonresponses to the mail survey were small rural public libraries that had not received LSCA Title I funding directly and were unfamiliar with the LSCA Title I Program. Indeed, many of these public libraries did not have telephones. Table A.3 describes the final sample of public libraries.

TABLE A.3: SUMMARY OF PUBLIC LIBRARY SAMPLE

SIZE OF POPULATION SERVED	POPULATION SIZE N(est)	SAMPLE SIZE n	SAMPLING FRACTION f	PROPORTION W/FUNDS p	ESTIMATED SAMPLING ERROR
Greater than 1,000,000	13	12	.92	1.00	± 9%
250,000 - 999,999	102	44	.43	.53	± 6%
100,000 - 249,999	225	57	.26	.43	± 6%
25,000 - 99,999	1224	175	.14	.58	± 4%
Less than 25,000	6912	197	.03	.25	± 3%

Interval Estimates of Public Libraries Having Received Direct LSCA Title I Funding

Table A.3 above presents the point estimates of the proportion of public libraries having received LSCA' Title I funds. In addition to these estimates, confidence intervals were computed as a means of estimating the proportion of public libraries having received direct Title I funding. The results of these computations are presented in Table A.4.

TABLE A.4: INTERVAL ESTIMATES OF PROPORTION OF PUBLIC LIBRARIES HAVING RECEIVED LSCA TITLE I FUNDING

SIZE OF POPULATION SERVED	95 PERCENT CONFIDENCE INTERVAL	
	LOWER LIMIT	UPPER LIMIT
Greater Than 100,000,000	.83	1.00
250,000 - 999,999	.42	.64
100,000 - 249,999	.32	.54
25,000 - 99,999	.51	.65
Less Than 25,000	.19	.31

These interval estimates provide useful information on the probability that the population parameter (percent of libraries having received direct Title I funds) will be included in the interval over a large number of samples. That is, if repeated samples of public libraries were drawn and interval estimates for each of these samples made 95 percent of these estimates would be expected to include the population parameter and five percent would not. Thus, for example, we can be fairly confident that the proportion of libraries serving between 250,000 and 999,000 persons having received Title I funds will fall in the range of .42 and .64. For libraries serving between 100,000 and 249,999 persons we would expect the proportion having received Title I funds to be between .32 and .54, and so forth for the other population groups.

APPENDIX B

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SELECTED REFERENCES

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APPENDIX C

GLOSSARY OF TERMS

Accessibility to Public Library Services: The reduction and/or elimination of physical, cultural, and other barriers to use of public library services and materials.

Adequacy of Public Library Services: Developmental status of public library services vis-a-vis State-established criteria pertaining to staffing, resources, efficiency, and responsiveness to client group needs.

Administrative Activities: Work by senior level managerial staff in such areas as staff supervision, financial management, reporting, grants management, planning and other work not directly involving provision of services.

Blind (including visually impaired): Persons who are sightless and/or have severely limited vision, necessitating reliance on hearing and/or touch as their chief means of communication. Visually impaired persons suffer from loss of visual function that restricts sight.

Clients and Client Groups: Individuals or groups of individuals who may avail themselves of services provided by public libraries. Also includes user groups.

Direct services: Activities conducted by public library or public libraries for specific use by client groups and patrons.

Disadvantaged Persons: persons who have educational, socioeconomic, cultural, or similar disadvantages that prevent them from receiving the benefits of library services designed for persons without these disadvantages. The term includes persons whose need for special services results from poverty, neglect, delinquency. The term does not include physically or other handicapped persons, unless these persons also suffer from the disadvantages described in this paragraph.

Equalization of public library services: The act of modifying and improving public library services in areas having the greatest need/deficiency so as to satisfy some State-defined standard or criteria (e.g., attainment of a uniform per capita expenditure across all jurisdictions in a State).

F.T.E.: Full-time equivalent refers to the number of staff expressed in terms of each institution's "full-time" work schedule. Usually, the total number of hours worked by all staff (full- and part-time) is divided by the normal full-time work schedule for a given period of time (ex. 180 hours (total hours worked in a week) - 40 hours (full-time work week) = 4.5 FTE)

Indirect Cost Set-Aside: Locally imposed levy (usually a fixed percentage) on State and federal grants for unspecified costs of administering the funds.

Library setting: The physical plant housing the public library facility.

Limited-English speaking: Individuals and groups whose mother tongue is not English, or who come from environments where a language other than English is dominant and who have difficulty understanding instructions in the English language.

LSCA: Library Services and Construction Act.

LSCA Title I Project: A specific activity or set of activities (which may be related) designated by the State Library Administrative Agency as a distinct recipient of LSCA Title I funding.

Major Urban Resources Library: A public library that: (1) is located in a city having a population of 100,000 or more; (2) because of the value of its collections, needs special assistance to furnish services at a level required to meet the demands made by individual users and other libraries; and (3) provides services to these users throughout the region in which this library is located.

Public library services: Library services provided free of charge by or on behalf of a public library. The term does not include those library services that are properly the responsibility of schools.

Library materials: Books, periodicals, newspapers, documents, pamphlets, photographs, reproductions, microforms, pictorial or graphic works, musical scores, maps, charts, globes, sound recordings, slides, films, filmstrips, and processed video and magnetic tapes; printed published, audiovisual materials, and non-conventional library materials designed specifically for the handicapped; and materials of a similar nature.

Needs assessment: A preliminary step in the process of developing a program of service which involves determination of the extent and location of the problem being addressed. Generally, this involves systematic appraisal of the type, depth, and scope of the problem(s) as perceived by study targets or their advocates.

Nontraditional public library services: Activities conducted by public library staff and/or materials maintained by a public library and designed to provide innovative services (e.g., job information, information and referral, outreach, home bound services).

Outreach services: Activities engaged in by public libraries to extend services outside the library facility. Included are bookmobiles, books-by-mail, services to the home bound.

Physically handicapped: Persons with an orthopedic handicap that prohibits or impedes motor skills. Included are congenital anomalies, accidents, disease.

Rural Areas: Parts of a State not within a Standard Metropolitan Statistical Area (SMSA) having a low population density, including unincorporated areas. Prior to 1966, this definition refers to areas having less than 10,000 inhabitants.

Setting Director: Individual having administrative and managerial responsibility for the library or other agency in which the LSCA Title I project operates.

State Institutions: Institutions, schools, and residential facilities housing inmates, patients, residents of penal institutions; reformatories; residential training schools; orphanages; general or special institutions or the hospitals operated or substantially supported by the State. Also included are residential schools for the physically, mentally and developmentally disabled.

Support services (Indirect services): Activities conducted by a public library or public libraries directly affecting library operations and staff rather than client groups and patrons.

State Library Administrative Agency: The official agency of a State charged by law of that State with the extension and development of public library service throughout the State which had adequate authority under law of the State to administer State plans in accordance with provisions of the Library Services and Construction Act.

Subgrants/Subprojects: One of a number of individual activities (which may be similar) that are administered and/or reported as part of a single LSCA Title I project.

Targeting: Development and implementation of library services for specific clientele groups (e.g., Spanish-language materials for Hispanic clients; provision of materials specifically designed for the physically handicapped; selection and acquisition of materials that economically disadvantaged persons are determined to be in need of).

Unserved Areas: Parts of a State (cities, counties) without some form of systematic regular public library services as defined by the State Library Administrative Agency.

Urban Areas: A city having a population of 50,000 or more persons or an area (city and one or more counties designated by the Bureau of the Census as a Standard Metropolitan Statistical Area (SMSA). (Also see the definition of a Major Urban Resources Library.)

APPENDIX D

SUPPLEMENTARY TABLES

TABLE D.1: COMBINED EXPENDITURES OF LSCA TITLE I STATE AND LOCAL REVENUES IN FISCAL YEAR 1975 BY AGENCY RECEIVING FUNDS TO OPERATE PROJECTS*

TYPE OF AGENCY OPERATING PROJECT	LEVEL OF EXPENDITURE[a] (MILLIONS OF DOLLARS)	PERCENT OF TOTAL AMOUNT	NUMBER OF PROJECTS	PERCENT OF TOTAL PROJECTS	AVERAGE DOLLAR VALUE OF GRANT
Total, All Operating Agencies	$193.51	100.0%	2,087	100.0%	$92,720
State Library Administrative Agencies	56.22	29.1	277	13.3	202,961
Regional Public Libraries	63.52	32.8	405	19.4	156,834
Local Public Agencies	57.01	29.5	1,081	51.8	52,737
Multi-State Library Cooperatives	0.13	0.1	5	0.2	25,148
State Supported Correctional Facilities	2.84	1.5	106	5.1	26,758
State Supported Mental Health and Medical Facilities	2.10	1.1	119	5.7	17,646
Universities, Professional Associations, Corporations	3.74	1.9	38	1.8	98,355
Public and Multi-type Library Cooperatives and Consortia	0.66	0.3	15	0.7	43,979
Other Public Agencies (b)	7.30	3.8	41	2.0	178,062

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* State and local funds represented in this table do not represent all such funds expended for public library purposes, only those expenditures that are "combined" with LSCA Title I funding. Funding reported for required matching but not actually used in conjunction with LSCA Title I funds are not included in this table.

(a) Figures are rounded off.

(b) Includes, special agencies for blind and/or physically handicapped persons, local government and education agencies, and other State Agencies (e.g., Department of Corrections).

TABLE D.2: COMBINED EXPENDITURES OF LSCA TITLE I, STATE AND LOCAL REVENUES IN FISCAL YEAR 1978 BY TYPE OF TARGETING*

TYPE OF AGENCY OPERATING PROJECT	LEVEL OF EXPENDITURE[a] (MILLIONS OF DOLLARS)	PERCENT OF TOTAL AMOUNT	NUMBER OF PROJECTS	PERCENT OF TOTAL PROJECTS	AVERAGE DOLLAR VALUE OF GRANT
Total, All Operating Agencies	$234.56	100.0%	2,448	100.0%	$95,817
State Library Administrative Agencies	87.33	37.2	389	15.9	224,497
Regional Public Libraries	67.06	28.6	436	17.8	153,797
Local Public Agencies	64.24	27.4	1,271	52.0	50,543
Multi-State Library Cooperatives	0.27	0.1	9	0.4	30,107
State Supported Correctional Facilities	2.94	1.3	94	3.8	31,327
State Supported Mental Health and Medical Facilities	2.84	1.2	103	4.2	27,542
Universities, Professional Associations, Corporations	2.47	1.1	64	2.6	28,519
Public and Multi-type Library Cooperatives and Consortia	2.70	1.2	25	1.0	108,137
Other Public Agencies (b)	4.71	2.0	57	2.3	82,707

* State and local funds represented in this table do not represent all such funds expended for public library purposes, only those expenditures that are "combined" with LSCA Title I funding. Funding reported for required matching but not actually used in conjunction with LSCA Title I funds are not included in this table.

[a] Figures are rounded off.

[b] Includes, special agencies for blind and/or physically handicapped persons, local government and education agencies, and other State Agencies (e.g., Department of Corrections).

TABLE D.3: COMBINED EXPENDITURES OF LSCA TITLE I, STATE AND LOCAL REVENUES IN FISCAL YEAR 1975 BY TYPE OF TARGETING*

TYPE OF TARGETING	LEVEL OF EXPENDITURE[a] (MILLIONS OF DOLLARS)	PERCENT OF TOTAL AMOUNT	NUMBER OF PROJECTS	PERCENT OF TOTAL PROJECTS	AVERAGE DOLLAR VALUE OF GRANT
Total, All Types of Projects	$193.51	100.0%	2,087	100.0%	$93,421
Direct Services to Populations Identified in the Act and other High Need Groups	25.56	13.2	700	33.5	36,516
Direct Services to the Urban and Rural Disadvantaged	18.76	9.7	331	15.9	56,682
Services Primarily Intended to Benefit the General Public	96.07	49.6	855	42.4	112,363
Activities Intended to Strengthen Local and Regional Public Libraries	15.08	7.8	92	4.4	163,907
Activities Intended to Strengthen the State Library Administrative Agency	28.84	14.9	63	3.0	457,832
Cost of Administering the Act	9.20	4.8	46	2.2	200,015

* State and local funds represented in this table do not represent all such funds expended for public library purposes, only those expenditures that are "combined" with LSCA Title I funding. Funding reported for required matching but not actually used in conjunction with LSCA Title I funds are not included in this table.

[a] Figures are rounded off.

TABLE D.4: COMBINED EXPENDITURES OF LSCA TITLE I, STATE AND LOCAL REVENUES IN FISCAL YEAR 1978 BY TYPE OF TARGETING*

TYPE OF TARGETING	LEVEL OF EXPENDITURE[(a)] (MILLIONS OF DOLLARS)	PERCENT OF TOTAL AMOUNT	NUMBER OF PROJECTS	PERCENT OF TOTAL PROJECTS	AVERAGE DOLLAR VALUE OF GRANT
Total, All Types of Projects	$234.56	100.0%	2,448	100.0%	$95,817
Direct Services to Populations Identified in the Act and other High Need Groups	38.20	16.3	704	28.8	54,256
Direct Services to the Urban and Rural Disadvantaged	27.00	11.5	286	11.7	344,082
Services Primarily Intended to Benefit the General Public	188.64	50.5	1,211	49.5	97,886
Activities Intended to Strengthen Local and Regional Public Libraries	21.37	9.1	133	5.4	172,301
Activities Intended to Strengthen the State Library Administrative Agency	21.33	9.1	62	2.5	344,082
Cost of Administering the Act	8.11	3.5	52	2.1	155,920

* State and local funds represented in this table do not represent all such funds expended for public library purposes, only those expenditures that are "combined" with LSCA Title I funding. Funding reported for required matching but not actually used in conjunction with LSCA Title I funds are not included in this table.

(a)Figures are rounded off.

TABLE D.5: COMBINED EXPENDITURES OF LSCA TITLE I, STATE AND LOCAL REVENUES IN FISCAL YEAR 1975 BY TYPE OF USE*

TYPE OF USE OF LSCA TITLE I FUNDING	LEVEL OF EXPENDITURE[a] (MILLIONS OF DOLLARS)	PERCENT OF TOTAL AMOUNT	NUMBER OF PROJECTS	PERCENT OF TOTAL PROJECTS	AVERAGE DOLLAR VALUE OF GRANT
Total All Types of Uses	$193.51	100.0%	2,087	100.0%	$92,720
Subtotal, Short Term Demonstration Projects	70.88	36.6	1,100	52.7	64,436
Recipient Continuation Funding Required	30.79	15.9	736	35.9	41,836
Recipient Continuation Funding Not Required	40.09	20.7	364	17.4	110,128
Long Term Project Funding	95.52	49.4	658	31.5	144,818
Formula Project Funding	17.91	9.3	283	13.6	63,298
Cost of Administering the Act	9.20	4.8	46	2.2	200,015

* State and local funds represented in this table do not represent all such funds expended for public library purposes, only those expenditures that are "combined" with LSCA Title I funding. Funding reported for required matching but not actually used in conjunction with LSCA Title I funds are not included in this table.

(a)Figures are rounded off.

TABLE D.6: COMBINED EXPENDITURES OF LSCA TITLE I, STATE AND LOCAL REVENUES IN FISCAL YEAR 1978 BY TYPE OF USE*

TYPE OF USE OF LSCA TITLE I FUNDING	LEVEL OF EXPENDITURE(a) (MILLIONS OF DOLLARS)	PERCENT OF TOTAL AMOUNT	NUMBER OF PROJECTS	PERCENT OF TOTAL PROJECTS	AVERAGE DOLLAR VALUE OF GRANT
Total All Types of Uses	$234.56	100.0%	2,448	100.0%	$95,817
Subtotal, Short Term Demonstration Projects	66.98	28.6	1,218	49.8	54,992
Recipient Continuation Funding Required	22.49	9.6	583	23.8	38,580
Recipient Continuation Funding Not Required	44.49	18.9	635	25.9	70,076
Long Term Project Funding	147.25	62.8	932	38.1	157,994
Formula Project Funding	12.22	5.2	246	10.0	49,694
Cost of Administering the Act	8.11	3.5	52	2.1	155,920

* State and local funds represented in this table do not represent all such funds expended for public library purposes, only those expenditures that are "combined" with LSCA Title I funding. Funding reported for required matching but not actually used in conjunction with LSCA Title I funds are not included in this table.

(a)Figures are rounded off.

TABLE D.7 : SOURCE OF PROJECT FUNDING IN FISCAL YEAR 1975 BY AGENCY RECEIVING FUNDS TO OPERATE PROJECTS*

	PROJECTS RECEIVING LSCA I FUNDS ONLY		PROJECTS RECEIVING STATE FUNDS ONLY		PROJECTS RECEIVING MIXED FUNDS(b)	
TYPE OF AGENCY OPERATING PROJECT	LEVEL OF(a) EXPENDITURE (MILLIONS OF DOLLARS)	PERCENT OF TOTAL AMOUNT	LEVEL OF(a) EXPENDITURE (MILLIONS OF DOLLARS)	PERCENT OF TOTAL AMOUNT	LEVEL OF(a) EXPENDITURE (MILLIONS OF DOLLARS)	PERCENT OF TOTAL AMOUNT
Total, All Operating Agencies	$21.21	100.0%	$32.33	100.0%	$137.80	100.0%
State Library Administrative Agencies	3.37	15.6	2.18	6.7	49.84	36.2
Regional Public Libraries	6.01	27.9	27.23	84.2	30.26	21.9
Local Public Agencies	10.12	46.9	2.75	8.5	43.15	31.3
Multi-State Library Cooperatives	0.06	0.3	0.0	0.0	0.06	
State Supported Correctional Facilities	0.38	1.8	0.03	**	2.48	1.8
State Supported Mental Health and Medical Facilities	0.30	1.4	0.15	0.5	1.65	1.2
Universities, Professional Associations, Corporations	0.28	1.3	0.00	0.0	3.44	2.5
Public and Multi-type Library Cooperatives and Consortia	0.45	2.1	**	**	0.20	0.1
Other Public Agencies (c)	0.58	2.7	0.00	0.0	6.72	4.9

* State and local funds represented ;in this table do not represent all such funds expended for public library purposes, only those expenditures that are "combined" with LSCA Title I funding. Funding reported for required matching but not actually used in conjunction with LSCA Title I funds are not included in this table. Also, this table does not include local fund only projects; therefore, columns will not sum.

** Amount too small to be shown.

(a)Figures are rounded off.

(b)Mixed Funds is defined as LSCA Title I, State, and/or Local Funds

(c)Includes, special agencies for blind and/or physically handicapped persons, local government and education agencies, and other State Agencies (e.g., Department of Corrections).

TABLE D.8 : SOURCE OF PROJECT FUNDING IN FISCAL YEAR 1978 BY AGENCY RECEIVING FUNDS TO OPERATE PROJECTS*

	PROJECTS RECEIVING LSCA I FUNDS ONLY		PROJECTS RECEIVING STATE FUNDS ONLY		PROJECTS RECEIVING MIXED FUNDS(b)	
TYPE OF AGENCY OPERATING PROJECT	LEVEL OF(a) EXPENDITURE (MILLIONS OF DOLLARS)	PERCENT OF TOTAL AMOUNT	LEVEL OF(a) EXPENDITURE (MILLIONS OF DOLLARS)	PERCENT OF TOTAL AMOUNT	LEVEL OF(a) EXPENDITURE (MILLIONS OF DOLLARS)	PERCENT OF TOTAL AMOUNT
Total, All Operating Agencies	$22.77	100.0%	$46.85	100.0%	$164.65	100.0%
State Library Administrative Agencies	2.63	11.6	10.73	22.9	75.92	46.1
Regional Public Libraries	8.51	37.4	31.96	68.2	24.49	14.9
Local Public Agencies	8.56	37.6	3.19	6.8	52.49	31.9
Multi-State Library Cooperatives	0.22	0.9	**	**	0.05	**
State Supported Correctional Facilities	0.19	0.9	0.07	0.1	2.68	1.6
State Supported Mental Health and Medical Facilities	0.25	1.1	0.11	0.2	2.49	1.5
Universities, Professional Associations, Corporations	0.79	3.5	0.00	0.0	1.61	1.0
Public and Multi-type Library Cooperatives and Consortia	0.88	3.9	0.00	0.0	1.83	1.1
Other Public Agencies (c)	0.75	3.3	0.78	1.7	3.11	1.9

* State and local funds represented ;in this table do not represent all such funds expended for public library purposes, only those expenditures that are "combined" with LSCA Title I funding. Funding reported for required matching but not actually used in conjunction with LSCA Title I funds are not included in this table. Also, this table does not include local fund only projects; therefore, columns will not sum.

** Amount too small to be shown.

(a)Figures are rounded off.

(b)Mixed Funds is defined as LSCA Title I, State, and/or Local Funds

(c)Includes, special agencies for blind and/or physically handicapped persons, local government and education agencies, and other State Agencies (e.g., Department of Corrections).

TABLE D.9 : SOURCE OF PROJECT FUNDING IN FISCAL YEAR 1975 BY TYPE OF TARGETING*

TYPE OF AGENCY OPERATING PROJECT	PROJECTS RECEIVING LSCA I FUNDS ONLY		PROJECTS RECEIVING STATE FUNDS ONLY		PROJECTS RECEIVING MIXED FUNDS(b)	
	LEVEL OF(a) EXPENDITURE (MILLIONS OF DOLLARS)	PERCENT OF TOTAL AMOUNT	LEVEL OF(a) EXPENDITURE (MILLIONS OF DOLLARS)	PERCENT OF TOTAL AMOUNT	LEVEL OF(a) EXPENDITURE (MILLIONS OF DOLLARS)	PERCENT OF TOTAL AMOUNT
Total, All Types of Projects	$21.21	100.0%	$32.33	100.0%	$137.80	100.0%
Direct Services to Populations Identified in the Act and other High Need Groups	6.24	29.4	1.05	3.2	18.28	13.3
Direct Services to the Urban and Rural Disadvantaged	3.10	14.6	0.00	0.0	15.57	11.3
Services Primarily Intended to Benefit the General Public	10.35	48.8	29.98	92.7	56.05	40.7
Activities Intended to Strengthen Local and Regional Public Libraries	0.64	3.0	0.05	0.1	11.99	8.7
Activities Intended to Strengthen the State Library Administrative Agency	0.58	2.7	0.72	2.2	27.55	20.0
Cost of Administering the Act	0.30	1.4	0.54	1.7	8.36	6.1

* State and local funds represented in this table do not represent all such funds expended for public library purposes, only those expenditures that are "combined" with LSCA Title I funding. Funding reported for required matching but not actually used in conjunction with LSCA Title I funds are not included in this table. Also, this table does not include local fund only projects; therefore, columns will not sum.

** Amount too small to be shown.

(a)Figures are rounded off.

(b)Mixed Funds is defined as LSCA Title I, State, and/or Local Funds

TABLE D.10: SOURCE OF PROJECT FUNDING IN FISCAL YEAR 1978 BY TYPE OF TARGETING*

TYPE OF AGENCY OPERATING PROJECT	PROJECTS RECEIVING LSCA I FUNDS ONLY		PROJECTS RECEIVING STATE FUNDS ONLY		PROJECTS RECEIVING MIXED FUNDS(b)	
	LEVEL OF(a) EXPENDITURE (MILLIONS OF DOLLARS)	PERCENT OF TOTAL AMOUNT	LEVEL OF(a) EXPENDITURE (MILLIONS OF DOLLARS)	PERCENT OF TOTAL AMOUNT	LEVEL OF(a) EXPENDITURE (MILLIONS OF DOLLARS)	PERCENT OF TOTAL AMOUNT
Total, All Types of Projects	$22.77	100.0%	$46.85	100.0%	$164.65	100.0%
Direct Services to Populations Identified in the Act and other High Need Groups	3.91	16.7	3.20	6.8	30.92	18.8
Direct Services to the Urban and Rural Disadvantaged	2.25	9.9	0.24	0.5	24.51	14.9
Services Primarily Intended to Benefit the General Public	15.15	66.5	42.55	91.0	60.86	37.0
Activities Intended to Strengthen Local and Regional Public Libraries	1.12	4.9	0.10	0.2	20.14	12.2
Activities Intended to Strengthen the State Library Administrative Agency	0.37	1.6	0.48	1.0	20.49	12.4
Cost of Administering the Act	0.07	0.3	0.30	0.6	7.73	4.7

* State and local funds represented in this table do not represent all such funds expended for public library purposes, only those expenditures that are "combined" with LSCA Title I funding. Funding reported for required matching but not actually used in conjunction with LSCA Title I funds are not included in this table. Also, this table does not include local fund only projects; therefore, columns will not sum.

** Amount too small to be shown.

(a)Figures are rounded off.

(b)Mixed Funds is defined as LSCA Title I, State, and/or Local Funds

TABLE D.11: SOURCE OF PROJECT FUNDING IN FISCAL YEAR 1975 BY TYPE OF USE*

	PROJECTS RECEIVING LSCA I FUNDS ONLY		PROJECTS RECEIVING STATE FUNDS ONLY		PROJECTS RECEIVING MIXED FUNDS(b)	
TYPE OF AGENCY OPERATING PROJECT	LEVEL OF(a) EXPENDITURE (MILLIONS OF DOLLARS)	PERCENT OF TOTAL AMOUNT	LEVEL OF(a) EXPENDITURE (MILLIONS OF DOLLARS)	PERCENT OF TOTAL AMOUNT	LEVEL OF(a) EXPENDITURE (MILLIONS OF DOLLARS)	PERCENT OF TOTAL AMOUNT
Total, All Types of Uses	$21.21	100.0%	$32.33	100.0%	$137.80	100.0%
Subtotal, Short Term Demonstration Projects	13.06	61.5	24.69	76.4	33.12	24.0
Recipient Continuation Funding Required	9.15	43.1	0.00	0.0	21.63	15.7
Recipient Continuation Funding Not Required	3.91	18.4	18.40	76.4	11.49	8.3
Long Term Project Funding	5.97	28.1	5.02	15.5	75.01	54.4
Formula Project Funding	1.89	8.9	2.09	6.5	21.31	15.5
Cost of Administering the Act	0.30	1.4	0.54	1.7	8.36	6.1

* State and local funds represented in this table do not represent all such funds expended for public library purposes, only those expenditures that are "combined" with LSCA Title I funding. Funding reported for required matching but not actually used in conjunction with LSCA Title I funds are not included in this table. Also, this table does not include local fund only projects; therefore, columns will not sum.

(a)Figures are rounded off.

(b)Mixed Funds is defined as LSCA Title I, State, and/or Local Funds

TABLE D.12: SOURCE OF PROJECT FUNDING IS FISCAL YEAR 1978 BY TYPE OF USE*

	PROJECTS RECEIVING LSCA I FUNDS ONLY		PROJECT RECEIVING STATE FUNDS ONLY		PROJECT RECEIVING MIXED FUNDS(b)	
TYPE OF AGENCY OPERATING PROJECT	LEVEL OF(a) EXPENDITURE (MILLIONS OF DOLLARS)	PERCENT OF TOTAL AMOUNT	LEVEL OF(a) EXPENDITURE (MILLIONS OF DOLLARS)	PERCENT OF TOTAL AMOUNT	LEVEL OF(a) EXPENDITURE (MILLIONS OF DOLLARS)	PERCENT OF TOTAL AMOUNT
Total, All Types of Uses	$22.77	100.0%	$46.85	100.0%	$164.65	100.0%
Subtotal, Short Term Demonstration Projects	12.53	55.0	30.38	64.8	24.07	14.6
Recipient Continuation Funding Required	6.80	29.9	0.00	0.0	15.69	9.5
Recipient Continuation Funding Not Required	5.73	25.2	30.38	64.8	8.38	5.1
Long Term Project Funding	9.88	43.4	13.35	28.5	123.74	75.2
Formula Project Funding	0.28	1.2	2.83	6.0	9.11	5.5
Cost of Administering the Act	0.07	0.3	0.50	0.6	7.73	4.7

* State and local funds represented in this table do not represent all such funds expended for public library purposes, only those expenditures that are "combined" with LSCA Title I funding. Funding reported for required matching but not actually used in conjunction with LSCA Title I funds are not included in this table. Also, this table does not include local fund only projects; therefore, columns will not sum.

(a)Figures are rounded off.

TABLE D.13: COMPARISON OF EXPENDITURES OF LSCA TITLE I FISCAL YEAR 1975 WITH FISCAL YEAR 1978 EXPENDITURES ADJUSTED FOR INFLATION BY THE AGENCY RECEIVING FUNDS TO OPERATE PROJECTS

TYPE OF AGENCY OPERATING PROJECT	1975 LEVEL OF EXPENDITURES (a) (MILLIONS OF DOLLARS)	1978 ADJUSTED LEVEL OF EXPENDITURE (MILLION OF DOLLARS)	PERCENT DIFFERENCE
Total, All Operating Agencies	$54.45	$48.75	-10.5%
State Library Administrative Agencies	15.65	15.48	-1.1%
Regional Public Libraries	11.27	11.19	-0.9%
Local Public Agencies	23.60	17.17	-27.2%
Multi-State Library Cooperatives	0.07	0.21	+200.0%
State Supported Correctional Facilities	1.16	0.91	-21.6%
State Supported Mental Health and Medical Facilities	0.66	0.63	-4.5%
Universities, Professional Associations, Corporations	0.55	1.10	+100.0
Public and Multi-type Library Cooperatives and Consortia	0.59	1.10	+86.4
Other Public Agencies (b)	0.80	0.90	+12.5

(a) Figures are rounded off.

(b) Includes, special agencies for blind and/or physically handicapped persons, local government and education agencies, and other State Agencies (e.g., Department of Corrections).

TABLE D.14: COMPARISON OF EXPENDITURES OF LSCA TITLE I FISCAL YEAR 1975 WITH FISCAL YEAR 1978 EXPENDITURES ADJUSTED FOR INFLATION BY TYPE OF USE

TYPE OF TARGETING	1975 LEVEL OF EXPENDITURES (a) (MILLIONS OF DOLLARS)	1978 ADJUSTED LEVEL OF EXPENDITURE (MILLION OF DOLLARS)	PERCENT DIFFERENCE
Total, All Types of Uses	$54.14	$48.73	-10.5%
Subtotal, Short Term Demonstration Projects	22.69	15.92	-29.8%
Recipient Continuation Funding Required	17.58	10.28	-41.5%
Recipient Continuation Funding Not Required	5.11	5.64	+10.4%
Long Term Project Funding	25.39	27.47	+8.2%
Formula Project Funding	3.62	3.46	-4.4%
Cost of Administering the Act	2.45	3.80	+55.1%

(a) Figures are rounded off.

TABLE D.15: COMPARISON OF EXPENDITURES OF LSCA TITLE I FISCAL YEAR 1975 WITH FISCAL YEAR 1978 EXPENDITURES ADJUSTED FOR INFLATION BY TYPE OF PURCHASE

TYPE OF TARGETING	1975 LEVEL OF EXPENDITURES (a) (MILLIONS OF DOLLARS)	1978 ADJUSTED LEVEL OF EXPENDITURE (MILLION OF DOLLARS)	PERCENT DIFFERENCE
Total, All Types of Projects	$54.14	$48.73	-10.5%
Direct Service and/or Support Staff Only	8.61	8.30	-3.6%
Library Materials and Equipment Only	9.91	7.54	-23.9%
Mixture of Staff and Library Materials	29.63	26.23	-11.5%
Mixture of Staff and Other Types(b) of Purchases	1.94	1.78	-8.2%
Mixture of Library Materials and Other Types of Purchases (b)	0.49	0.92	+87.8%
Other Forms of Purchases (c)	3.56	3.96	+11.2%

(a) Figures are rounded off.

(b) Including contracts, general operations, modification to bibliographic systems.

(c) Including formula grants, contract purchases, general operations, modification of bibliographic systems.

TABLE D.16: TYPE OF USE OF COMBINED LSCA TITLE I STATE AND LOCAL FUNDS EXPENDED IN FISCAL YEAR 1975 FOR MAJOR RECEIPIENTS OF LSCA TITLE I FUNDS*

TYPE OF USE OF LSCA TITLE I FUNDING	LEVEL OF EXPENDITURE (MILLIONS OF DOLLARS)	PERCENT OF TOTAL AMOUNT	PERCENT OF AMOUNT SPENT AT AGENCY LEVEL
	State Library Administrative Agency Projects		
Total, All Types of Uses	$56.22	29.1%	100.0%
Subtotal, Short Term Demonstration Projects	2.86	1.5	5.1
Recipients Continuation Funding Required	1.77	0.9	3.2
Recipients Continuation Funding Not Required	1.09	0.6	1.9
Long Term Project Funding	43.90	22.7	78.1
Formula Project Funding	0.27	0.1	0.5
Cost of Administering the Act	9.20	4.8	16.4
	Regional Public Library Projects		
Total, All Types of Uses	$63.52	32.8%	100.0%
Subtotal, Short Term Demonstration Projects	38.25	19.8	60.2
Recipients Continuation Funding Required	9.00	4.7	14.2
Recipients Continuation Funding Not Required	29.25	15.1	46.0
Long Term Project Funding	21.77	11.3	34.3
Formula Project Funding	3.49	1.8	5.5
	Local Public Library Projects		
Total, All Types of Uses	$57.01	29.5	100.0%
Subtotal, Short Term Demonstration Projects	20.12	10.4	35.3
Recipients Continuation Funding Required	17.21	8.9	30.2
Recipients Continuation Funding Not Required	2.91	1.5	5.1
Long Term Project Funding	23.01	11.9	40.4
Formula Project Funding	13.88	7.2	24.3

* Other types of agencies not included in this table receive the remaining 8.7 percent of the $193.51M expended in Fiscal Year 1975.

TABLE D.17: TYPE OF USE OF COMBINED LSCA TITLE I STATE AND LOCAL FUNDS EXPENDED IN FISCAL YEAR 1978 FOR MAJOR RECIPIENTS OF LSCA TITLE I. FUNDS*

TYPE OF USE OF LSCA TITLE I FUNDING	LEVEL OF EXPENDITURE (MILLIONS OF DOLLARS)	PERCENT OF TOTAL AMOUNT	PERCENT OF AMOUNT SPENT AT AGENCY LEVEL
	State Library Administrative Agency Projects		
Total, All Types of Uses	$87.33	31.2%	100.0%
Subtotal, Short Term Demonstration Projects	7.40	3.2	8.4
Recipients Continuation Funding Required	4.51	1.9	4.9
Recipients Continuation Funding Not Required	3.09	1.3	3.5
Long Term Project Funding	71.82	30.6	82.2
Formula Project Funding	0.00	0.0	0.0
Cost of Administering the Act	8.11	3.5	9.3
	Regional Public Library Projects		
Total, All Types of Uses	$67.06	28.6%	100.0%
Subtotal, Short Term Demonstration Projects	39.71	16.9	59.2
Recipients Continuation Funding Required	6.84	2.9	1.0
Recipients Continuation Funding Not Required	32.87	14.0	49.0
Long Term Project Funding	23.93	10.2	35.7
Formula Project Funding	3.41	1.5	5.1
	Local Public Library Projects		
Total, All Types of Uses	$64.24	27.4	100.0%
Subtotal, Short Term Demonstration Projects	15.45	6.6	24.1
Recipients Continuation Funding Required	9.24	3.9	14.4
Recipients Continuation Funding Not Required	6.21	2.6	9.7
Long Term Project Funding	40.31	17.2	62.7
Formula Project Funding	8.48	3.6	13.2

* Other types of agencies not included in this table receive the remaining 6.8 percent of the $234.56M expenditures in Fiscal Year 1978.

APPENDIX E

ADVISORY PANEL MEMBERS

Advisory Panel Members

Dr. Genevieve Casey
Division of Library Sciences
Wayne State University

Dr. Thomas Childers
Graduate School of Library Science
Drexel University

Mr. Robert Clark
Director, Oklahoma Department of Libraries

Mr. Frank Cylke
Division for the Blind and Physically Handicapped
Library of Congress

Mr. William DeJohn
Director, Pacific Northwest Bibliographic Center
University of Washington Library

Dr. Hardy Franklin
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D. C. Public Library

Dr. Thomas J. Galvin
Dean, Graduate School of Libraries and Information Science
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Dr. F. Wilfred Lancaster
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Mr. Rodney Lane
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Ms. Mary Jo Lynch
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Dr. R. Kathleen Molz
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Dr. Ruth Patrick
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Dr. Barbara Prentice
Research and Evaluation
Tucson Unified School District

Mr. Charles Robinson
Director, Baltimore County Public Library

Mr. Donald Sager
Director, Chicago Public Library

Mr. Joseph Shubert
Assistant Commissioner for Libraries and State Librarian
The New York State Education Department

Mr. Denny Stevens
Oklahoma Department of Libraries

Ms. Nettie Taylor
Assistant State Superintendent for Libraries
Maryland State Department of Education

Mr. Alphonse F. Trezza
Library of Congress

Ms. Barbara R. Weaver
Assistant Commissioner of Education and State Librarian,
New Jersey

Dr. Douglas Zweizig
King Research, Inc.
Rockville, Maryland

APPENDIX F

DATA COLLECTION INSTRUMENTS

OMB NO.: 51-S-A0001
APPROVAL EXPIRES: 10/31/80
FIPS CODE:

STATE LIBRARY ADMINISTRATIVE AGENCY QUESTIONNAIRE

AN EVALUATION OF TITLE I OF THE LIBRARY SERVICES AND CONSTRUCTION ACT

Prepared for the Office of Education, Department of Health, Education, and Welfare

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962 Wayne Avenue
Silver Spring, Maryland 20910

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This survey is authorized by law (Section 417) of the General Education Provision Act as amended (20 USC 1226C). "Not later than November 1 of each year, the Secretary shall transmit to the Committee on Education and Labor of the House of Representatives and the Committee on Labor and Public Welfare of the Senate an annual evaluation report which evaluates the effectiveness of applicable programs in achieving their legislated purposes together with recommendations relating to such programs for the improvement of such programs which will result in greater effectiveness in achieving such purposes." While you are not required to respond, your cooperation is needed to make the results of this study comprehensive, accurate, and timely.

NOTE: The Chief State Library Officer will respond to questions: 1, 2C (2E-G W/A), 3A-3F, 7 - 13, 15 - 19D, 20 - 30

The LSCA Title I Coordinator will respond to questions: 1 - 30

Other State Library Administrative Agency Staff will respond to questions: 8 - 8A, 12 - 13, 15 - 18A, 20 - 30

SECTION I: IMPACT OF LSCA TITLE I UPON THE COVERAGE, ACCESS, AND ADEQUACY OF PUBLIC LIBRARY SERVICES.

1. PLEASE DESCRIBE THE GENERAL TRENDS IN THE USE OF LSCA TITLE I FUNDS IN RELATIONSHIP TO STATE, AND LOCAL LIBRARY FUNDS DURING EACH OF THE FOLLOWING PERIODS OF TIME. (PROBE: FIXED FORMULA OR DISCRETIONARY GRANTS, SIZES OF GRANTS, DIFFERENCES IN USE OF FUNDS BY TYPE, RELATIONSHIP TO LSCA TITLE I OBJECTIVES, CONGRUENCE BETWEEN FEDERAL AND STATE OBJECTIVES, MAJOR EVENTS/USES OF FUNDS AFFECTING FUTURE LIBRARY DEVELOPMENT EFFORTS AT THE STATE AND LOCAL LEVELS, USE OF LSCA I FUNDS TO SUBSTITUTE FOR OR SUPPLANT STATE OR LOCAL FUNDS USED FOR SIMILAR PURPOSES.)

FEDERAL FUNDS STATE FUNDS

1975 to 1979

Funding Formula:

Differences in Uses:

Relationship to Objectives:

Significant Uses:

Significant Constraints:

1970 to 1974

Funding Formula:

Differences in Uses:

Relationship to Objectives:

Significant Uses:

Significant Constraints:

1965 to 1969

Funding Formula: ____________________

Differences in Uses: ____________________

Relationship to Objectives: ____________________

Significant Uses: ____________________

Significant Constraints: ____________________

2A. ON WHAT BASIS ARE UNSERVED AREAS AND POPULATIONS DETERMINED BY THE STATE LIBRARY ADMINISTRATIVE AGENCY?

	YES	NO
By city	1	2
By county	1	2
By incorporated place	1	2
By substate region	1	2
By library service area (Please explain)	1	2
Other (Please Specify)	1	2

2B. PLEASE EXPLAIN THE PROCESS USED TO IDENTIFY UNSERVED AREAS AND POPULATIONS? (PROBE: COUNTY-SPECIFIC CENSUS DATA, STATE PLANNING STATISTICS, NEEDS ASSESSMENT)

2C. ARE THERE ANY AREAS IN THIS STATE THAT ARE CURRENTLY WITHOUT ANY FORM OF LOCALLY SUPPORTED PUBLIC LIBRARY SERVICE?

Yes (GO TO QUESTION 2D) 1

No (GO TO QUESTION 3) 2

2D. OF THESE AREAS LACKING LOCALLY SUPPORTED LIBRARY SERVICES, HOW MANY ARE:

Counties located in urban areas . . /__/__/

Counties located in rural areas . . /__/__/

Small towns located in urban areas /__/__/

Small towns located in rural areas /__/__/

Other (PLEASE SPECIFY) . . . . . . /__/__/

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2E. WHY DO THESE AREAS CURRENTLY LACK LOCALLY SUPPORTED LIBRARY SERVICES?

2F. HOW HAVE LSCA TITLE I FUNDS BEEN USED TO ADDRESS THIS SITUATION? (PROBE: PROVISION OF SERVICES THROUGH STATE LIBRARY ADMINISTRATIVE AGENCY, REGIONAL LIBRARY SYSTEMS, LOCAL LIBRARY SYSTEMS, ADJACENT LOCAL LIBRARY SYSTEMS, OR BY EXTABLISHING PUBLIC LIBRARIES)

2G. HOW HAVE THESE USES CHANGED SINCE 1970, AND WHY?

2H. HOW MANY AREAS IN THIS STATE HAD PUBLIC LIBRARY SERVICES ESTABLISHED FOR THE FIRST TIME AS A RESULT OF THE AVAILABILITY OF LSCA TITLE I FUNDING DURING EACH OF THE FOLLOWING TIME PERIODS?

1975-1979 . . /__/__/

1970-1974 . . /__/__/

1965-1969 . . /__/__/

3. WHAT PERCENTAGE OF URBAN AND RURAL AREAS IN YOUR STATE HAVE ADEQUATE PUBLIC LIBRARY SERVICES SERVICES ACCORDING TO YOUR STATE'S ADOPTED CRITERIA FOR ADEQUACY?

	1965	1970	1975	1979
Urban areas with adequate library services	/__/__/__/%	/__/__/__/%	/__/__/__/%	/__/__/__/%
Rural areas with adequate library services	/__/__/__/%	/__/__/__/%	/__/__/__/%	/__/__/__/%
Urban areas without adequate library services	/__/__/__/%	/__/__/__/%	/__/__/__/%	/__/__/__/%
Rural areas without adequate library services	/__/__/__/%	/__/__/__/%	/__/__/__/%	/__/__/__/%

3A. HAVE YOUR STATE-ADOPTED CRITERIA FOR ADEQUACY OF LIBRARY SERVICES CHANGED SINCE 1970?

YES (GO TO QUESTION 3B) 1

NO (GO TO QUESTION 3C) 2

3B. IF YES, PLEASE EXPLAIN HOW THEY HAVE CHANGED, HOW OFTEN THEY HAVE CHANGED, AND HOW THESE CHANGES AFFECT FUTURE LIBRARY DEVELOPMENT ACTIVITY IN YOUR STATE. WHAT ROLE DID LSCA TITLE I HAVE IN CAUSING THESE CHANGES?

3C. FOR THOSE AREAS CURRENTLY LACKING ADEQUATE PUBLIC LIBRARY SERVICES, WHICH OF THE FOLLOWING REASONS BEST EXPLAIN THIS?

	YES	NO	NOT APPLICABLE
There are insufficient numbers of persons in these areas	1	2	3
These areas are adjacent to areas having library services	1	2	3
These areas do not have a sufficient tax base to support public library services	1	2	3
The population in these areas require highly specialized nontraditional services (language, types of materials, etc.).	1	2	3
The population in these areas require highly specialized services (sophisticated information, extensive use of inter-library loan, etc.)	1	2	3
Other (PLEASE SPECIFY)	1	2	3

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3D. HOW ARE LSCA TITLE I FUNDS BEING USED TO IMPROVE LIBRARY SERVICES IN THESE AREAS?

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3E. IN RELATIONSHIP TO STATE AND LOCAL FUNDING INITIATIVES, HOW IMPORTANT HAS LSCA TITLE I BEEN IN EFFORTS TO IMPROVE LIBRARY SERVICES IN AREAS LACKING ADEQUATE SERVICES?

	1965	1970	1975	1979
Less important than State and local initiatives	1	1	1	1
Of equal importance to State and local initiatives	2	2	2	2
More important than State and local initiatives	3	3	3	3

3F. PLEASE EXPLAIN THE BASIS FOR YOUR RESPONSE?

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4. HOW MANY STATE-SUPPORTED INSTITUTIONS IN YOUR STATE RECEIVED/RECEIVE LSCA TITLE I SUPPORTED LIBRARY SERVICES FOR THEIR RESIDENT POPULATIONS?

	1970	1975	1979
Direct funding to a State Agency (e.g. Corrections) . . .	/ / / /	/ / / /	/ / / /
Direct funding to the institution	/ / / /	/ / / /	/ / / /
Direct funding to a local library for services provided to a State institution	/ / / /	/ / / /	/ / / /
Direct funding to a regional library system for services provided to a State institution.	/ / / /	/ / / /	/ / / /
Direct services from the State Library Administrative Agency	/ / / /	/ / / /	/ / / /
Other (PLEASE SPECIFY) . . . . ____________________	/ / / /	/ / / /	/ / / /
Total number of all State institutions receiving LSCA TITLE I supported library services	/ / / /	/ / / /	/ / / /

4A. PLEASE DESCRIBE ANY SIGNIFICANT CHANGES THAT HAVE RESULTED FROM THE USE OF LSCA TITLE I FUNDS?

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5. HOW MANY URBAN PUBLIC LIBRARIES IN YOUR STATE ARE DESIGNATED AS NATIONAL OR REGIONAL RESOURCE CENTERS?

	1970	1975	1979
A Regional resource center only	/ / / /	/ / / /	/ / / /
A National resource center only	/ / / /	/ / / /	/ / / /
A Regional and National resource center	/ / / /	/ / / /	/ / / /

6. HOW MANY PRIMARY SERVICE CENTERS FOR THE BLIND AND PHYSICALLY HANDICAPPED CURRENTLY RECEIVE LSCA TITLE I SUPPORT IN EACH OF THE FOLLOWING FEDERAL FISCAL YEARS?

	1970	1975	1979
Total number of centers in State	/ / / /	/ / / /	/ / / /
Total number currently receiving LSCA Title I support . .	/ / / /	/ / / /	/ / / /

6A. PLEASE DESCRIBE ANY SIGNIFICANT CHANGES THAT HAVE RESULTED FROM THE USE OF LSCA TITLE I FUNDS?

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7. PLEASE DESCRIBE WHAT THE STATE LIBRARY ADMINISTRATIVE AGENCY CONSIDERS TO BE ADMINISTRATIVE COSTS FOR LSCA TITLE I? (PROBE: ASCLA '78 REPORTED EXPENDITURE, PROJECT MANAGEMENT, PLANNING, NEEDS ASSESSMENT, ACQUISITION OF MATERIALS.)

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SECTION 3: CONSTRAINTS AFFECTING LSCA TITLE I

8. WHICH OF THE FOLLOWING ARE PROBLEMS THAT HAVE HAD AN IMPACT ON YOUR STATE LIBRARY AGENCIES' EFFORTS TO IMPLEMENT LSCA TITLE I? FOR THOSE PROBLEMS YOU HAVE IDENTIFIED, WHICH PROBLEMS HAVE BEEN PRESENT CONTINUALLY?

	NOT A PROBLEM	MINOR PROBLEM	MAJOR PROBLEM	NOT APPLICABLE	CONTINUAL PROBLEM YES	CONTINUAL PROBLEM NO
Cycle of funding	1	2	3	4	1	2
Level of funding	1	2	3	4	1	2
Number of staff at State Library Agency. .	1	2	3	4	1	2
Staff skills at State Library Agency . . .	1	2	3	4	1	2
Staff turnover within the Agency	1	2	3	4	1	2
Facilities	1	2	3	4	1	2
Introduction of technological changes . .	1	2	3	4	1	2
Information about target populations for whom the projects are intended	1	2	3	4	1	2
Publicity directed toward librarians . . .	1	2	3	4	1	2
Publicity directed toward the public . . .	1	2	3	4	1	2
Support from participating State agencies and their staff	1	2	3	4	1	2
Staff turnover within participating State agencies	1	2	3	4	1	2
Support from participating libraries and their staff	1	2	3	4	1	2
Staff turnover within participating libraries	1	2	3	4	1	2
Support from State institutions and other related agencies	1	2	3	4	1	2
Planning	1	2	3	4	1	2
Project monitoring	1	2	3	4	1	2
Project evaluation	1	2	3	4	1	2
State level requirements	1	2	3	4	1	2
Federal level requirements	1	2	3	4	1	2
Other (PLEASE SPECIFY)	1	2	3	4	1	2

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8A. PLEASE DESCRIBE THESE MAJOR PROBLEMS AND HOW THEY HAVE AFFECTED YOUR AGENCY.

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9. DOES YOUR STATE'S CONSTITUTION AND STATE LAW CURRENTLY CONTAIN ANY OF THE FOLLOWING REQUIREMENTS THAT AFFECT THE USE OF LSCA TITLE I FUNDS? FOR THOSE RESTRICTIONS FOR WHICH YOU INDICATED YES, PLEASE INDICATE THOSE THAT HAVE HAD A SIGNIFICANT IMPACT?

			SIGNIFICANT IMPACT	
	YES	NO	YES	NO
Distribution of State funds on a formula basis	1	2	1	2
Federal funds must be distributed in accordance with existing State formula(s)	1	2	1	2
State funds cannot be distributed directly to local libraries. . . .	1	2	1	2
State funds cannot be distributed directly to quasi-governmental agencies such as regional library systems	1	2	1	2
Limits on amount of funds that can be used by the State Library Agency (e.g. CAP laws)	1	2	1	2
Limits on the discretionary authority of the State Library Agency in the expenditure of federal funds	1	2	1	2
The primary responsibility for library service support rests with local governments	1	2	1	2
Use of State funds is required for purposes that do not match LSCA Title I objectives	1	2	1	2
The State legislature retains authority to reallocate federal funds*	1	2	1	2
Other (PLEASE SPECIFY)	1	2	1	2

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9A. IF YOUR STATE CURRENTLY DOES NOT CURRENTLY RETAIN AUTHORITY TO REALLOCATE FEDERAL FUNDS, HOW LIKELY IS IT THAT THIS WILL BE REQUIRED IN THE NEAR FUTURE?

Not likely	1
Somewhat likely . . .	2
Moderately likely . .	3
Highly likely	4

10. PLEASE DESCRIBE THESE SIGNIFICANT IMPACTS.

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11. DOES YOUR STATE LEGISLATURE PLACE EMPHASIS (AS INDICATED IN PUBLIC HEARING AND LEGISLATIVE DEBATE) UPON ANY OF THE FOLLOWING USES OF STATE FUNDS APPROPRIATED FOR PUBLIC LIBRARY PURPOSES? FOR EACH EMPHASIS THAT YOU HAVE RESPONDED YES TO, PLEASE RANK THE THREE MOST HAVING THE GREATEST URGENCY, WHERE 1 IS MOST URGENT, 2 IS NEXT MOST URGENT, ETC.

	YES	NO	RANK
Equalization of public library services throughout the State	1	2	___
Increased efficiency	1	2	___
Provision of traditional services rather than new services	1	2	___
Provision of services to areas having the greatest concentration of population .	1	2	___
Provision of services to blind and/or physically handicapped persons	1	2	___
Provision of services to those who traditionally have not taken advantage of public libraries services	1	2	___
Increased use of public libraries as an alternate to more traditional educational institutions	1	2	___
Bringing public library services into the mainstream of education	1	2	___
Maintenance of existing public library institutions	1	2	___
Local control and initiative in the provision and development of public library services	1	2	___
Capital improvements to public library facilities.	1	2	___
Provision of services of other State Agencies.	1	2	___
Provision of services to residents of State institutions	1	2	___
Provision of services to disadvantaged persons in urban areas.	1	2	___
Provision of services to disadvantaged persons in rural areas.	1	2	___
Provision of services to other disadvantaged groups	1	2	___
Other (PLEASE SPECIFY)	1	2	___

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12. HOW DOES THE CURRENT ORGANIZATIONAL SETTING OF THE STATE LIBRARY AGENCY INFLUENCE THE EFFECTIVE ADMINISTRATION OF LSCA TITLE I? (PROBE: (1) VISIBILITY; (2) ACCESS TO GOVERNOR'S OFFICE; (3) TIES WITH THE STATE EDUCATION AGENCY)

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13. OVERALL, WHAT SINGLE FACTOR AT THE FEDERAL, STATE, AND LOCAL LEVEL HAS HAD THE MOST SIGNIFICANT POSITIVE OR NEGATIVE EFFECT ON THE ABILITY OF YOUR STATE TO RESPOND TO EACH OF THE PRIORITIES OF LSCA TITLE I?

	POSITIVE EFFECT	NEGATIVE EFFECT
Providing library services to disadvantaged rural areas:		
Federal Level:	______________ ______________	______________ ______________
State Level:	______________ ______________	______________ ______________
Local Level:	______________ ______________	______________ ______________

QUESTION 13 CONTINUED

POSITIVE EFFECT NEGATIVE EFFECT

Providing library services to disadvantaged urban areas:

Federal Level:

State Level:

Local Level:

Extending public library services to residents of State institutions:

Federal Level:

State Level:

Extending public library services to the physically handicapped and blind:

Federal Level:

State Level:

Local Level:

Strengthening the capacity of the State Library Administrative Agency:

Federal Level:

State Level:

Local Level:

Strengthening metropolitan public libraries to serve as national or regional resource centers:

Federal Level:

State Level:

Local Level:

Extending public library services to the limited-English speaking:

Federal Level:

State Level:

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Local Level:

SECTION 4: EFFECTS OF LSCA TITLE I

14. DOES THIS STATE HAVE FORMALLY DESIGNATED PUBLIC LIBRARY SYSTEMS?

Yes (GO TO QUESTION 14A) 1

No (GO TO QUESTION 15) 2

14A. PLEASE DESCRIBE HOW LIBRARY SYSTEMS ARE DEFINED IN THIS STATE? (PROBE: GEOGRAPHICALLY, BY FUNCTIONAL ACTIVITY)

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14B. HOW MANY NEW STATEWIDE, REGIONAL, AND LOCAL PUBLIC LIBRARY SYSTEMS WERE ESTABLISHED IN EACH OF THE FOLLOWING TIME PERIODS? HOW MANY OF THESE NEW SYSTEMS WERE ESTABLISHED WITH LSCA TITLE I FUNDS?

	1965-1969	1970-1974	1975-1979
Total number of Statewide library systems established	/__/__/	/__/__/	/__/__/
Total number of Statewide library systems established with LSCA Title I funds	/__/__/	/__/__/	/__/__/
Total number of Regional library systems established	/__/__/	/__/__/	/__/__/
Total number of Regional library systems established with LSCA Title I funds	/__/__/	/__/__/	/__/__/
Total number of local library systems established . .	/__/__/	/__/__/	/__/__/
Total number of local library systems established with LSCA Title I funds	/__/__/	/__/__/	/__/__/

QUESTION 15 CONTINUED

EFFECTIVENESS OF LSCA TITLE I PROJECTS

1965-1969	NEED	OBJECTIVES MET	PROJECT CONTINUATION	OVERALL IMPACT
Services to the disadvantaged in rural areas	___	___	___	___
Services to the disadvantaged in urban areas	___	___	___	___
Strengthening the State Library Administrative Agency.	___	___	___	___
Strengthening metropolitan libraries to serve as regional or national resource centers	___	___	___	___

16. HAS LSCA TITLE I INFLUENCED CHANGES IN THE ORGANIZATION OF LIBRARY SERVICES IN YOUR STATE IN ANY OF THE FOLLOWING WAYS?

	YES	NO	DON'T KNOW
Creation of regional library systems	1	2	3
Increased public library reliance on regional library resources	1	2	3
Decreased public library reliance on regional library resources	1	2	3
Increased public library reliance on State library resources	1	2	3
Decreased public library reliance on State library resources	1	2	3
Increased public library reliance on urban library resources	1	2	3
Decreased public library reliance on urban library resources	1	2	3
Increased public library reliance on library networks	1	2	3
Decreased public library reliance on library networks	1	2	3
Other (PLEASE SPECIFY)	1	2	3

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17. IF LSCA TITLE I FUNDS CEASED TO BE AVAILABLE, WHAT IS THE LIKELIHOOD THAT EACH OF THE FOLLOWING WOULD RESULT?

	NOT LIKELY			HIGHLY LIKELY
Projects now receiving LSCA Title I funds would continue as is	1	2	3	4
Projects now receiving LSCA Title I funds would continue but with a reduced scope of services	1	2	3	4
Funding of demonstration projects at the State and local levels would cease	1	2	3	4
The State Library Administrative Agency would continue in its present role with no change	1	2	3	4
The State legislature would appropriate funds to offset the loss of Federal funds	1	2	3	4
The emphasis on services to disadvantaged persons in rural areas would be eliminated.	1	2	3	4
The emphasis on services to disadvantaged persons in urban areas would be eliminated.	1	2	3	4
The emphasis on services to residents of State institutions would be eliminated.	1	2	3	4
The emphasis on services to the limited-English speaking would be eliminated.	1	2	3	4
Planning and evaluation would receive less emphasis	1	2	3	4
Centralized state-wide services provided by the State Library Administrative Agency would be reduced or restricted in scope . . .	1	2	3	4
Introduction of technological changes would diminish	1	2	3	4
State priorities would replace LSCA Title I priorities	1	2	3	4
Other (PLEASE SPECIFY)	1	2	3	4

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15. FOR EACH OF THE YEARS SHOWN, PLEASE ASSESS (1) THE NEED FOR EACH OF THE FOLLOWING TYPE(S) OF SERVICES, AND (2) THE EFFECTIVENESS OF LSCA TITLE I IN MEETING THESE NEEDS?

NEED SHOULD BE RATED AS 1=LOW, 2=MODERATE, 3=HIGH.

EFFECTIVENESS SIGNIFIES THE DEGREE TO WHICH PROJECTS ACHIEVED THEIR OBJECTIVES, THE CONTINUATION OF PROJECTS THROUGH INCORPORTATION IN EXISTING LIBRARY PROGRAMS, AND THE GENERAL IMPACT OF THE PROJECTS IN MEETING STATEWIDE NEEDS IN EACH OF THE AREAS LISTED BELOW.

PLEASE RATE OBJECTIVES MET AS: 1= FEW OR NO PROJECTS, 2=SOME PROJECTS, AND 3=MOST OR ALL PROJECTS.

PLEASE RATE PROJECT CONTINUATION AS: 1= FEW OR NO PROJECTS, 2=SOME PROJECTS, AND 3=MOST OR ALL PROJECTS.

GENERAL IMPACT SHOULD BE RATED AS: 1=LOW, 2=MODERATE, AND 3=HIGH

		EFFECTIVENESS OF LSCA TITLE I PROJECTS		
1975-1979	NEED	OBJECTIVES MET	PROJECT CONTINUATION	OVERALL IMPACT
Services to the disadvantaged in rural areas	___	___	___	___
Services to the disadvantaged in urban areas	___	___	___	___
Services to residents of State institutions	___	___	___	___
Services to the physically handicapped and blind.	___	___	___	___
Strengthening the State Library Administrative Agency.	___	___	___	___
Strengthening metropolitan libraries to serve as regional or national resource centers	___	___	___	___
Services to the limited English speaking	___	___	___	___

		EFFECTIVENESS OF LSCA TITLE I PROJECTS		
1970-1974	NEED	OBJECTIVES MET	PROJECT CONTINUATION	OVERALL IMPACT
Services to the disadvantaged in rural areas	___	___	___	___
Services to the disadvantaged in urban areas	___	___	___	___
Services to residents of State institutions	___	___	___	___
Services to the physically handicapped and blind.	___	___	___	___
Strengthening the State Library Administrative Agency.	___	___	___	___
Strengthening metropolitan libraries to serve as regional or national resource centers	___	___	___	___
Services to the limited English speaking	___	___	___	___

18. WHICH OF THE FOLLOWING SPECIAL SERVICES OR CAPABILITIES HAVE BEEN ADDED TO THE EXISTING SERVICES OF PUBLIC LIBRARIES IN YOUR STATE AS A DIRECT RESULT OF LSCA TITLE I. FOR EACH SPECIAL SERVICE INDICATED, PLEASE INDICATE THE DEGREE TO WHICH EACH WILL BE EMPHASISED IN YOUR STATE OVER THE NEXT FIVE YEARS.

	ADDED		CONTINUED EMPHASIS		
	YES	NO	NONE	MINOR	MAJOR
Bilingual materials	1	2	1	2	3
Bilingual library staff	1	2	1	2	3
Introduction of new technology to increase resources	1	2	1	2	3
Audio-visual materials for non-traditional clients	1	2	1	2	3
Books-by-mail	1	2	1	2	3
Bookmobile service	1	2	1	2	3
Programs involving mass media programming (TV, CATV, dial-in telephone programs, etc.)	1	2	1	2	3
Services to deliver materials to the homebound	1	2	1	2	3
Services to deliver materials to the businesses	1	2	1	2	3
Staff performing special services such as reference or reader guidance	1	2	1	2	3
Staff providing special non-traditional client programs	1	2	1	2	3
Public information and public relations activities	1	2	1	2	3
Non-traditional materials	1	2	1	2	3
Career education for library professionals	1	2	1	2	3
Career education for the public	1	2	1	2	3
Environmental education	1	2	1	2	3
Adult basic education	1	2	1	2	3
Reading is Fundamental (RIF)	1	2	1	2	3
Literacy programs	1	2	1	2	3
Special programs for the older readers	1	2	1	2	3
Special programs for children	1	2	1	2	3
A mixture of public interest programs (such as auto repair, home maintenance, censorship, etc.)	1	2	1	2	3
Community outreach to a special area or special group	1	2	1	2	3
Information and referral	1	2	1	2	3
Multicultural understanding	1	2	1	2	3
Other (PLEASE SPECIFY)	1	2	1	2	3

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18A. PLEASE DESCRIBE HOW THIS STATE HAS RESPONDED TO THE LSCA TITLE I PRIORITY TO SERVE THE LIMITED ENGLISH SPEAKING? (PROBE: IDENTIFICATION OF POPULATION, DEFINITION OF LIMITED ENGLISH SPEAKING, DESCRIPTION OF PROGRAMS, BARRIERS TO IMPLEMENTATION)

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19. DOES YOUR STATE PROVIDE STATE FUNDED GRANTS-IN-AID TO PUBLIC LIBRARIES?

YES (GO TO QUESTION 19B). 1

NO (GO TO QUESTION 19A). 2

19A. PLEASE EXPLAIN WHY THERE IS NO STATE AID PROGRAM IN YOUR STATE.

19B. IN WHAT YEAR WAS THIS GRANTS-IN-AID PROGRAM FIRST IMPLEMENTED?

19/_/_/

19C. PLEASE, DESCRIBE THE FACTORS THAT SHAPED THE PRESENT WAY IN WHICH THIS STATE AID PROGRAM OPERATES.

19D. WHAT ROLE DID LSA/LSCA TITLE I PLAY IN THE IMPLEMENTATION OF THIS PROGRAM?

19E. WHAT WAS THE STATE APPROPRIATION LEVEL FOR YOUR STATE GRANT-IN-AID PROGRAM FOR PUBLIC LIBRARIES IN EACH OF THE FOLLOWING FEDERAL FISCAL YEARS?

1965 . . . . $/_/_/_/_/_/_/_/_/_/_/

1970 . . . . $/_/_/_/_/_/_/_/_/_/_/

1975 . . . . $/_/_/_/_/_/_/_/_/_/_/

1979 . . . . $/_/_/_/_/_/_/_/_/_/_/

20. HOW EFFECTIVE HAS LSCA TITLE I BEEN IN INITIATING IMPROVEMENTS IN THE MANAGEMENT ACTIVITIES AT THE STATE LEVEL?

	INEFFECTIVE			VERY EFFECTIVE
Determining the library needs of special client groups	1	2	3	4
Determining the library needs of the general public	1	2	3	4
Determining the library needs of public libraries	1	2	3	4
Planning public library services	1	2	3	4
Administration of state-wide programs of services	1	2	3	4
Monitoring of grants and projects	1	2	3	4
Evaluation of grants and projects	1	2	3	4
Cost-effective management of library programs	1	2	3	4
Integration of special client group needs into the mainstream of library services	1	2	3	4
Other (PLEASE SPECIFY)	1	2	3	4

21. FOR EACH OF THE FOLLOWING GROUPS OF PERSONS IN YOUR STATE, PLEASE RANK THE DEGREE OF NEED FOR PUBLIC LIBRARY SERVICES AT THE PRESENT TIME?

	RANK
Disadvantaged persons in rural areas	___
Disadvantaged persons in urban areas	___
Physically handicapped and blind persons	___
Persons residing in State institutions	___
Limited English-speaking persons	___
Other disadvantaged groups unable to receive library services	___

22. HAS LSCA TITLE I ENABLED YOUR STATE TO INCREASE THE ADEQUACY OF PUBLIC LIBRARY SERVICES AS DEFINED BY YOUR STATE?

YES 1

NO 2

22A. PLEASE EXPLAIN.

23. HOW EFFECTIVELY HAS LSCA TITLE I STIMULATED YOUR STATE'S EFFORTS TO IMPROVE THE ADEQUACY OF PUBLIC LIBRARY SERVICES IN YOUR STATE?

Not effective 1

Somewhat effective 2

Moderately effective 3

Very effective 4

24. WHAT PROBLEMS, IF ANY, HAVE BEEN ENCOUNTERED IN ADMINISTERING THE LSCA TITLE I PROGRAM IN YOUR STATE, AND HOW HAVE THEY CHANGED SINCE YOUR STATE'S FIRST LONG RANGE PROGRAM WAS SUBMITTED (1972)? (PROBES: (1) FEDERAL REGULATIONS AND GUIDELINES, (2) FUNDING LEVELS, (3) REPORTING REQUIREMENTS)

25. WHAT CHANGES, IF ANY, WOULD YOU SUGGEST BE MADE IN THE ADMINISTRATION OF THE LSCA TITLE I PROGRAM? (PROBE: (1) AT THE FEDERAL LEVEL, (2) AT THE STATE LEVEL, (3) AT THE LOCAL LEVEL)

Federal Level: ____________________

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State Level: ____________________

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Local Level: ____________________

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26. PLEASE DESCRIBE WHAT YOU BELIEVE THE OBJECTIVES OF THE LSCA TITLE I PROGRAM SHOULD BE IN THE 1980s?

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27. WHAT WOULD YOU CONSIDER TO BE ACCEPTABLE AND USEFUL MEASURES OF PROGRESS TOWARD MEETING THESE OBJECTIVES IN YOUR STATE?

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28. IN WHICH OF THE FOLLOWING WAYS SHOULD THE FEDERAL GOVERNMENT AID PUBLIC LIBRARY DEVELOPMENT? FOR EACH OF THE WAYS YOU HAVE IDENTIFIED, PLEASE RANK THE THREE MOST IMPORTANT WAYS.

	YES	NO	RANK
Encourage the development of innovative services (seed grants) that would be taken over by State or local libraries	1	2	___
Provide funds for services to minorities and other groups with special needs	1	2	___
Fund the development of networks and cooperative organizations to build a national network	1	2	___
Fund automated equipment for technological innovations .	1	2	___
Provide funds to strengthen State and urban libraries . .	1	2	___
Provide funds to public libraries for services and acquisition of library materials	1	2	___
Provide funds for the construction of public libraries .	1	2	___
Provide funds for the operation of public libraries .	1	2	___
Other (PLEASE SPECIFY)	1	2	___

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29. DO YOU HAVE ANY OTHER COMMENTS REGARDING THE LSCA TITLE I PROGRAM IN YOUR STATE?

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30. WHO WITHIN THE STATE LIBRARY ADMINISTRATIVE AGENCY RESPONDED TO THIS QUESTIONNAIRE?

Chief State Library Officer	1
LSCA Title I Coordinator	2
State Library Administrative Agency Staff .	3
Other (PLEASE SPECIFY)	4

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OMB NO.: 51-S-A0001
APPROVAL EXPIRES: 10/31/80
FIPS CODE:

STATE ADVISORY COUNCIL ON LIBRARIES CHAIRPERSON QUESTIONNAIRE

AN EVALUATION OF TITLE I OF THE LIBRARY SERVICES AND CONSTRUCTION ACT

Prepared for the Office of Education, Department of Health, Education, and Welfare

Applied Management Sciences, Inc.
962 Wayne Avenue
Silver Spring, Maryland 20910

Spring 1980

FORM NO.: G142/2

This survey is authorized by law (Section 417) of the General Education Provision Act as amended (20 USC 1226C). "Not later than November 1 of each year, the Secretary shall transmit to the Committee on Education and Labor of the House of Representatives and the Committee on Labor and Public Welfare of the Senate an annual evaluation report which evaluates the effectiveness of applicable programs in achieving their legislated purposes together with recommendations relating to such programs for the improvement of such programs which will result in greater effectiveness in achieving such purposes." While you are not required to respond, your cooperation is needed to make the results of this study comprehensive, accurate, and timely.

1. HAS LSCA TITLE I ENABLED YOUR STATE TO EXTEND PUBLIC LIBRARY SERVICES TO PERSONS WHO AT ONE TIME HAD NO SERVICE BECAUSE OF PLACE OF RESIDENCE?

YES 1
NO 2

1A. PLEASE EXPLAIN?

2. FOR EACH OF THE FOLLOWING GROUPS OF PERSONS IN YOUR STATE, PLEASE RANK THE DEGREE OF NEED FOR PUBLIC LIBRARY SERVICES AT THE PRESENT TIME?

	RANK
Disadvantaged persons in rural areas	___
Disadvantaged persons in urban areas	___
Physically handicapped and blind persons	___
Persons residing in State institutions	___
Limited English-speaking persons	___
Other disadvantaged groups unable to receive library services	___

3. HAS LSCA TITLE I ENABLED YOUR STATE TO INCREASE THE ADEQUACY OF PUBLIC LIBRARY SERVICES AS DEFINED BY YOUR STATE?

YES 1
NO 2

3A. PLEASE EXPLAIN.

4. HOW EFFECTIVELY HAS LSCA TITLE I STIMULATED YOUR STATE'S EFFORTS TO IMPROVE THE ADEQUACY OF PUBLIC LIBRARY SERVICES IN YOUR STATE?

Not effective 1
Somewhat effective 2
Moderately effective 3
Very effective 4

5. WHAT DO YOU CONSIDER TO BE ADEQUATE PUBLIC LIBRARY SERVICES?

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6. WHICH OF THE FOLLOWING FACTORS HAVE RESTRICTED THE STATE LIBRARY ADMINISTRATIVE AGENCIES' USE OF LSCA TITLE I FUNDS IN YOUR STATE?

	YES	NO	DON'T KNOW
State Library Administrative Agency staff lack appropriate planning and administrative skills	1	2	3
State Library Agency lacks sufficient administrative support funding	1	2	3
Inadequate involvement of the lay public in program planning activity	1	2	3
Inadequate support by the State legislature	1	2	3
Lack of cooperation by significant numbers of local public libraries	1	2	3
Lack of adequate and/or appropriate facilities and equipment	1	2	3
Limited involvement of the State Advisory Council on Libraries	1	2	3
Inadequate leadership from the State Level	1	2	3
Inadequate leadership from the Federal Level	1	2	3
Other (PLEASE SPECIFY)	1	2	3

____

7. HAVE THE USES OF LSCA TITLE I FUNDS IN YOUR STATE CHANGED IN ANY OF THE FOLLOWING WAYS SINCE 1975?

	YES	NO	CAN'T SAY
Fewer individual projects	1	2	3
More individual projects	1	2	3
Greater emphasis on services for special clientele	1	2	3
Less emphasis on services for special clientele	1	2	3
Greater emphasis on services provided directly by the State Library Agency	1	2	3
Less emphasis on services provided directly by the State Library Agency	1	2	3
Greater emphasis on services provided by regional systems of libraries	1	2	3
Less emphasis on services provided by regional systems	1	2	3
Greater emphasis on services provided by local public libraries	1	2	3
Less emphasis on services provided by local public libraries	1	2	3
Greater emphasis on long-term support of projects	1	2	3
Less emphasis on long-term support of projects	1	2	3
Greater emphasis on services provided outside the library setting	1	2	3
Less emphasis on services provided outside the library setting	1	2	3
Other (PLEASE SPECIFY)	1	2	3

____

8. PLEASE RATE THE EFFECTIVENESS OF LSCA TITLE I IN IMPROVING THE FOLLOWING ASPECTS OF LIBRARY SERVICES IN YOUR STATE?

	NOT EFFECTIVE	MODERATELY EFFECTIVE	HIGHLY EFFECTIVE
Extending library services to previously unserved persons in rural areas	1	2	3
Extending library services to previously unserved persons in urban areas	1	2	3
Upgrading basic services in rural areas	1	2	3
Upgrading basic services in urban areas	1	2	3
Making resources more accessible to library users	1	2	3
Raising local library budget for LSCA Title I types of services. .	1	2	3
Raising local library budget for other services	1	2	3
Raising State library budgets for LSCA Title I types of services .	1	2	3
Upgrading library skills at the State level	1	2	3
Upgrading library skills at the local level	1	2	3
Upgrading management and other skills of State Library Agency Staff	1	2	3
Services to the disadvantaged	1	2	3
Services to those in institutions	1	2	3
Services to the blind and handicapped	1	2	3
Services to persons of limited English-speaking ability.	1	2	3
Strengthening the State Library Agency	1	2	3
Strengthening metropolitan libraries to serve as regional or national resource centers	1	2	3
Stimulating passage of State legislation affecting public libraries	1	2	3
Other (PLEASE SPECIFY)	1	2	3

9. PLEASE DESCRIBE YOUR ROLE AND THE ROLE OF THE COUNCIL AND ITS INFLUENCE ON EACH OF THE FOLLOWING AREAS?

Development of the Long Range Program:

Development of the basic State Plan:

Development of criteria for determining the adequacy of public library services:

Advising the State Library Administrative Agency on the administration of the State plan:

Assisting the evaluation library programs, services, and activities conducted under the State plan:

10. SHOULD THE ROLE OF THE COUNCIL BE MODIFIED IN ANY WAY? IF YES, HOW? (PROBE: (1) CHANGE IN OVERSIGHT FUNCTION, (2) CHANGE IN AMOUNT AND TYPE OF INPUT INTO LSCA-RELATED LIBRARY POLICY AT THE STATE AND/OR LOCAL LEVEL)

11. WHAT PROBLEMS, IF ANY, HAVE BEEN ENCOUNTERED IN ADMINISTERING THE LSCA TITLE I PROGRAM IN YOUR STATE, AND HOW HAVE THEY CHANGED SINCE YOUR STATE'S FIRST LONG RANGE PROGRAM WAS SUBMITTED (1972)? (PROBES: (1) FEDERAL REGULATIONS AND GUIDELINES, (2) FUNDING LEVELS, (3) REPORTING REQUIREMENTS)

12. WHAT CHANGES, IF ANY, WOULD YOU SUGGEST BE MADE IN THE ADMINISTRATION OF THE LSCA TITLE I PROGRAM? (PROBE: (1) AT THE FEDERAL LEVEL, (2) AT THE STATE LEVEL, (3) AT THE LOCAL LEVEL)

Federal Level: ______

State Level: ______

Local Level: ______

13. PLEASE DESCRIBE WHAT YOU BELIEVE THE OBJECTIVES OF THE LSCA TITLE I PROGRAM SHOULD BE IN THE 1980s?

14. WHAT WOULD YOU CONSIDER TO BE ACCEPTABLE AND USEFUL MEASURES OF PROGRESS TOWARD MEETING THESE OBJECTIVES IN YOUR STATE?

15. IN WHICH OF THE FOLLOWING WAYS SHOULD THE FEDERAL GOVERNMENT AID PUBLIC LIBRARY DEVELOPMENT? FOR EACH OF THE WAYS YOU HAVE IDENTIFIED, PLEASE RANK THE THREE MOST IMPORTANT WAYS.

	YES	NO	RANK
Encourage the development of innovative services (seed grants) that would be taken over by State or local libraries	1	2	___
Provide funds for services to minorities and other groups with special needs	1	2	___
Fund the development of networks and cooperative organizations to build a national network	1	2	___
Fund automated equipment for technological innovations .	1	2	___
Provide funds to strengthen State and urban libraries . .	1	2	___
Provide funds to public libraries for services and acquisition of library materials	1	2	___
Provide funds for the construction of public libraries .	1	2	___
Provide funds for the operation of public libraries .	1	2	___
Other (PLEASE SPECIFY)	1	2	___

16. DO YOU HAVE ANY OTHER COMMENTS REGARDING THE LSCA TITLE I PROGRAM IN YOUR STATE?

OMB NO.: 51-S-A0001
APPROVAL EXPIRES: 10/31/80
FIPS CODE:

LEGISLATIVE STAFF QUESTIONNAIRE*

AN EVALUATION OF TITLE I OF THE LIBRARY SERVICES AND CONSTRUCTION ACT

Prepared for the Office of Education, Department of Health, Education, and Welfare

Applied Management Sciences, Inc.
962 Wayne Avenue
Silver Spring, Maryland 20910

Spring 1980

FORM NO.: G142/3

This survey is authorized by law (Section 417) of the General Education Provision Act as amended (20 USC 1226C). "Not later than November 1 of each year, the Secretary shall transmit to the Committee on Education and Labor of the House of Representatives and the Committee on Labor and Public Welfare of the Senate an annual evaluation report which evaluates the effectiveness of applicable programs in achieving their legislated purposes together with recommendations relating to such programs for the improvement of such programs which will result in greater effectiveness in achieving such purposes." While you are not required to respond, your cooperation is needed to make the results of this study comprehensive, accurate, and timely.

* This questionnaire is to be completed by a key state legislative staff member with oversight responsibility for library programs.

INTRODUCTION

GOOD MORNING/AFTERNOON. MY NAME IS ______________________ AND I REPRESENT APPLIED MANAGEMENT SCIENCES, INC., A NATIONAL RESEARCH ORGANIZATION. WE ARE CONDUCTING BRIEF INTERVIEWS WITH A STAFF MEMBER OF EACH STATE'S LEGISLATIVE BRANCH OF GOVERNMENT TO ASK SOME QUESTIONS PERTAINING TO FEDERAL AND STATE FUNDING FOR PUBLIC LIBRARIES IN YOUR STATE. THIS SURVEY IS A PART OF A NATIONAL EVALUATION OF TITLE I OF THE LIBRARY SERVICES AND CONSTRUCTION ACT, A MAJOR PROGRAM OF STATE ADMINISTERED FEDERAL FUNDING FOR PUBLIC LIBRARIES. YOU WERE IDENTIFIED BY THE STATE LIBRARY ADMINISTRATIVE AGENCY IN YOUR STATE. I WOULD LIKE TO SPEND THE NEXT 15 MINUTES ASKING QUESTIONS ABOUT YOUR STATE'S RESPONSE TO THIS PROGRAM. MAY WE PROCEED? IF NOT, WHEN WOULD BE A CONVENIENT TIME FOR YOU?

1. HAS LSCA TITLE I ENABLED YOUR STATE TO EXTEND PUBLIC LIBRARY SERVICES TO PERSONS WHO AT ONE TIME HAD NO SERVICE BECAUSE OF PLACE OF RESIDENCE?

YES	1
NO	2
DON'T KNOW (GO TO QUESTION 2)	3

1A. PLEASE EXPLAIN?

____

____

____

____

2 HAVE ANY OF THE FOLLOWING GROUPS BEEN CITED BY LEGISLATIVE COMMITTEES AS CURRENTLY LACKING SUFFICIENT ACCESS TO PUBLIC LIBRARY SERVICES IN YOUR STATE?

	YES	NO	DON'T KNOW
Disadvantaged persons in rural areas	1	2	3
Disadvantaged persons in urban areas	1	2	3
Physically handicapped and blind persons	1	2	3
Persons residing in State institutions	1	2	3
Limited English-speaking persons	1	2	3
Other disadvantaged groups unable to receive library services (PLEASE SPECIFY)	1	2	3

____

3. HAS LSCA TITLE I ENABLED YOUR STATE TO INCREASE THE ADEQUACY OF PUBLIC LIBRARY SERVICES AS DEFINED BY YOUR STATE?

YES	1
NO	2

3A. PLEASE EXPLAIN.

____

____

____

____

4. HOW EFFECTIVELY HAS LSCA TITLE I STIMULATED YOUR STATE'S EFFORTS TO IMPROVE THE ADEQUACY OF PUBLIC LIBRARY SERVICES IN YOUR STATE?

Not effective	1
Somewhat effective	2
Moderately effective	3
Very effective	4

5. DOES YOUR STATE'S CONSTITUTION AND STATE LAW CURRENTLY CONTAIN ANY OF THE FOLLOWING REQUIREMENTS THAT AFFECT THE USE OF LSCA TITLE I FUNDS? FOR THOSE RESTRICTIONS FOR WHICH YOU INDICATED YES, PLEASE INDICATE THOSE THAT HAVE HAD A SIGNIFICANT IMPACT?

			SIGNIFICANT IMPACT	
	YES	NO	YES	NO
Distribution of State funds on a formula basis	1	2	1	2
Federal funds must be distributed in accordance with existing State forumla(s)	1	2	1	2
State funds cannot be distributed directly to local libraries. . . .	1	2	1	2
State funds cannot be distributed directly to quasi-governmental agencies such as regional library systems	1	2	1	2
Limits on amount of funds that can be used by the State Library Agency	1	2	1	2
Limits on the discretionary authority of the State Library Agency in the expenditure of funds	1	2	1	2
The primary responsibility for library service support rests with local governments	1	2	1	2
Use of State funds is required for purposes that do not match LSCA Title I objectives	1	2	1	2
Other (PLEASE SPECIFY) ______________________________				

6. PLEASE DESCRIBE THESE SIGNIFICANT IMPACTS.

____

____

____

7. HOW DOES THE CURRENT ORGANIZATIONAL SETTING OF THE STATE LIBRARY AGENCY INFLUENCE THE EFFECTIVE ADMINISTRATION OF LSCA TITLE I? (PROBE: (1) VISIBILITY; (2) ACCESS TO GOVERNOR'S OFFICE; (3) TIES WITH THE STATE EDUCATION AGENCY)

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____

8. DOES YOUR STATE LEGISLATURE PLACE EMPHASIS UPON ANY OF THE FOLLOWING USES OF STATE FUNDS APPROPRIATED FOR PUBLIC LIBRARY PURPOSES? FOR EACH EMPHASIS THAT YOU HAVE RESPONDED YES TO, PLEASE RANK THE THREE MOST HAVING THE GREATEST URGENCY, WHERE 1 IS MOST URGENT, 2 IS NEXT MOST URGENT, ETC.

	YES	NO	RANK
Equalization of public library services throughout the State	1	2	___
Increased efficiency	1	2	___
Provision of traditional services rather than new services	1	2	___
Provision of services to areas having the greatest concentration of population .	1	2	___
Provision of services to blind and/or physically handicapped persons	1	2	___
Provision of services to those who traditionally have not taken advantage of public libraries services	1	2	___
Increased use of public libraries as an alternate to more traditional educational institutions	1	2	___
Maintenance of existing public library institutions	1	2	___
Local control and initiative in the provision and development of public library services	1	2	___
Capital improvements to public library facilities.	1	2	___
Provision of services of other State Agencies.	1	2	___
Provision of services to residents of State institutions	1	2	___
Provision of services to disadvantaged persons in urban areas.	1	2	___
Provision of services to disadvantaged persons in rural areas.	1	2	___
Provision of services to other disadvantaged groups	1	2	___

Other (PLEASE SPECIFY)

____

9. HAS LSCA TITLE I HAD ANY OF THE FOLLOWING EFFECTS UPON THE STATE LIBRARY ADMINISTRATIVE AGENCY IN YOUR STATE?

	YES	NO	CAN'T SAY
The planning and administrative role of the State Library Administrative agency is more sophisticated	1	2	3
The State Library Administrative Agency has become the primary mechanism for coordinating public library services in this State	1	2	3
The State Library Administrative Agency staff has expanded significantly	1	2	3
The State Library Administrative Agency has broader authority over funds and resources used for public libraries in this State	1	2	3
The State Library Administrative Agency has broader authority over public and other types of libraries in this State	1	2	3
The administrative function of the State Library Administrative Agency has grown more rapidly than its service functions.	1	2	3
The proportion of State funds administered by the State Library Administrative Agency has increased significantly	1	2	3
The State legislature has expanded the role of the State Library Administrative Agency	1	2	3

10. WHAT PROBLEMS, IF ANY, HAVE BEEN ENCOUNTERED IN ADMINISTERING THE LSCA TITLE I PROGRAM IN YOUR STATE? (PROBES: (1) FEDERAL REGULATIONS AND GUIDELINES, (2) FUNDING LEVELS, (3) REPORTING REQUIREMENTS)

11. HOW FAMILIAR ARE YOU WITH TITLE I OF THE LIBRARY SERVICES AND CONSTRUCTION ACT?

Very familiar (GO TO QUESTION 12) 1

Somewhat familiar (GO TO QUESTION 12) 2

Vaguely familiar or not familiar (GO TO QUESTION 15) 3

12. WHAT CHANGES, IF ANY, WOULD YOU SUGGEST BE MADE IN THE ADMINISTRATION/OBJECTIVES OF THE LSCA TITLE I PROGRAM?. (PROBE: (1) AT THE FEDERAL LEVEL, (2) AT THE STATE LEVEL, (3) AT THE LOCAL LEVEL)

Federal Level:

State Level:

Local Level:

13. PLEASE DESCRIBE WHAT YOU BELIEVE THE OBJECTIVES OF THE LSCA TITLE I PROGRAM TO BE?

14. WHAT WOULD YOU CONSIDER TO BE ACCEPTABLE AND USEFUL MEASURES OF PROGRESS TOWARD MEETING THESE OBJECTIVES IN YOUR STATE?

15. IN WHICH OF THE FOLLOWING WAYS SHOULD THE FEDERAL GOVERNMENT AID PUBLIC LIBRARY DEVELOPMENT? FOR EACH OF THE WAYS YOU HAVE IDENTIFIED, PLEASE RANK THE THREE MOST IMPORTANT WAYS.

	YES	NO	RANK
Encourage the development of innovative services (seed grants) that would be taken over by State or local libraries	1	2	___
Provide funds for services to minorities and other groups with special needs	1	2	___
Fund the development of networks and cooperative organizations to build a national network	1	2	___
Fund automated equipment for technological innovations .	1	2	___
Provide funds to strengthen State and urban libraries . .	1	2	___
Provide funds to public libraries for services and acquisition of library materials	1	2	___
Provide funds for the construction of public libraries .	1	2	___
Provide funds for the operation of public libraries .	1	2	___
Other (PLEASE SPECIFY) . . . . ______________________________	1	2	___

16. DO YOU HAVE ANY OTHER COMMENTS REGARDING THE LSCA TITLE I PROGRAM IN YOUR STATE?

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OMB NO.: 51-S-A0001
APPROVAL EXPIRES: 10/31/80
PROJECT ID CODE:

LSCA TITLE I PROJECT DIRECTOR AND STAFF QUESTIONNAIRE

AN EVALUATION OF TITLE I OF THE LIBRARY SERVICES AND CONSTRUCTION ACT

Prepared for the Office of Education, Department of Health, Education and Welfare

Applied Management Sciences, Inc.
962 Wayne Avenue
Silver Spring, Maryland 20910

Spring, 1980

FORM NO. G-142/4

This survey is authorized by law (Section 417) of the General Education Provision Act as amended (20 USC 1226C). "Not later than November 1, of each year, the Secretary shall transmit to the Committee on Education and Labor of the House of Representatives and the Committee on Labor and Public Welfare on the Senate an annual evaluation report which evaluates the effectiveness of applicable programs in achieving their legislated purposes together with recommendations relating to such programs for the improvement of such programs which will result in greater effectiveness in achieving such purposes." While you are not required to respond, your cooperation is needed to make the results of this study comprehensive, accurate, and timely.

NOTE: The LSCA Title I Project Director will respond to questions: 1 - 34

Project Staff will respond to questions: 1, 6 - 6G, 10, 10A, 17 - 34

SECTION I: BACKGROUND INFORMATION

1. HOW LONG HAVE YOU BEEN ASSOCIATED WITH THIS PROJECT?

Less than one year	1
1-3 years	2
4-5 years	3
More than 5 years	4

1A. WHICH OF THE FOLLOWING OPERATE THE PROJECT?

	YES	NO
State Library Administrative Agency	1	2
Instate regional	1	2
Multistate regional	1	2
Local library	1	2

2. BRIEFLY SUMMARIZE WHAT THE PROJECT IS INTENDED TO ACCOMPLISH/PROVIDE. (PROBE: OBJECTIVES OF THE PROJECT, EXTENT TO WHICH THE OBJECTIVES ARE BEING/HAVE BEEN MET, MEASURES USED TO DETERMINE IF OBJECTIVES ARE BEING MET)

2A. WHAT ADDITIONAL MEASURES SHOULD BE USED TO DETERMINE IF THIS PROJECT IS MEETING ITS OBJECTIVES?

3. IN WHAT YEAR DID THE ACTIVITY PERFORMED BY THE PROJECT FIRST BEGIN?

Year first began . . . . 19/ / /

3A. WHICH OF THE FOLLOWING FUNDING SOURCES WERE USED TO SUPPORT THE PROJECT INITIALLY?

	YES	NO	DON'T KNOW
Local funds	1	2	3
State funds	1	2	3
LSCA Title I funds .	1	2	3
LSCA Title IV funds	1	2	3

4. WHAT WAS THE FIRST FEDERAL FISCAL YEAR LSCA TITLE I FUNDS WERE RECEIVED FOR THIS PROJECT?

Federal Fiscal Year funds first received . . 19/ / /

5. HAVE LSCA TITLE I FUNDS BEEN USED FOR THIS PROJECT IN EVERY YEAR SINCE LSCA TITLE I FUNDS WERE FIRST RECEIVED?

Yes	1
No	2

5A. PLEASE EXPLAIN WHY?

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____

____

5B. IF THE PROJECT WAS ONGOING PRIOR TO RECEIPT OF LSCA TITLE I FUNDING, PLEASE EXPLAIN IF AND HOW THE PROJECT CHANGED AS A RESULT OF THESE LSCA TITLE I FUNDS?

____

____

____

5C. IS A SEPARATE BUDGET AND EXPENDITURE RECORD KEPT SPECIFICALLY FOR THIS PROJECT?

Yes	1
No	2

5D. ARE THE LSCA TITLE I FUNDS RECEIVED BY THIS PROJECT CURRENTLY MATCHED WITH REAL FUNDS AND/OR IN-KIND SERVICES?

	YES	NO	DON'T KNOW
Funds from local revenue sources	1	2	3
Funds from state revenue sources	1	2	3
In-kind services from the sponsoring agency . .	1	2	3

6. WOULD YOU CHARACTERIZE THE ACTIVITIES OF THIS PROJECT AS PRIMARILY PROVIDING DIRECT SERVICE TO LIBRARY USERS OR PROVIDING SERVICES TO LIBRARIES, OR BOTH?

Direct service to regular library users (GO TO QUESTION 6D).	1
Direct service to special library users (GO TO QUESTION 6D).	2
Both types of users (GO TO QUESTION 6D)	4
Support service to libraries (GO TO QUESTION 6A-C, 6G)	3
Both services to users and services to libraries (COMPLETE QUESTIONS 6A - 6G)	5
Other (PLEASE SPECIFY)	6

____

6A. WHICH OF THE FOLLOWING SERVICES DOES THIS PROJECT PROVIDE, AND DOES IT PROVIDE THIS SERVICE TO THIS LIBRARY, TO OTHER LIBRARIES IN THIS REGION, TO ALL LOCAL LIBRARIES IN THE STATE, OR TO STATE INSTITUTIONS?

	PROVIDES SERVICES YES	PROVIDES SERVICES NO	THIS LIBRARY	LOCAL LIBRARIES IN REGION	ALL LIBRARIES IN THE STATE	STATE INSTITUTIONS
Consulting services	1	2	1	1	1	1
Interlibrary loan,, references and/or bibliographic services . .	1	2	1	1	1	1
Public relations	1	2	1	1	1	1
Continuing education for librarians	1	2	1	1	1	1
Centralized processing of materials	1	2	1	1	1	1
Centralized purchasing of materials	1	2	1	1	1	1
Telecommunications	1	2	1	1	1	1
Other (PLEASE SPECIFY) . . ________	1	2	1	1	1	1
Other (PLEASE SPECIFY) . . ________	1	2	1	1	1	1

6B. PLEASE DESCRIBE THE CHANGES IN PUBLIC LIBRARY SERVICES AND ADMINISTRATION THIS PROJECT HAS CAUSED.

	NO CHANGE	SOME CHANGE	MAJOR CHANGE	DON'T KNOW	NOT APPLICABLE
Increased the number of staff	1	2	3	4	5
Improved staff skills	1	2	3	4	5
Added new equipment or facilities . . .	1	2	3	4	5
Improved existing equipment or facilities	1	2	3	4	5
Provided access to resources in other libraries	1	2	3	4	5
Increased the efficiency of library operations	1	2	3	4	5
Increased public awareness of library services	1	2	3	4	5
Reduced the cost of certain library services	1	2	3	4	5
Improved management and administration.	1	2	3	4	5
Improved procedures or operations . . .	1	2	3	4	5
Enabled the library to participate in a Statewide program	1	2	3	4	5
Other (PLEASE SPECIFY). . . . . ________	1	2	3	4	5

6C. PLEASE EXPLAIN:

____

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____

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6D. WHICH OF THE FOLLOWING SERVICES DOES THIS PROJECT PROVIDE TO USERS, AND TO WHOM ARE THE SERVICES PRIMARILY PROVIDED?

	SERVICES YES	SERVICES NO	USERS OF THIS LIBRARY	USERS OF LOCAL LIBRARIES IN REGION	USERS OF ALL LIBRARIES IN STATE	PERSONS IN STATE INSTITUTIONS
Books-by-mail	1	2	1	1	1	1
Bookmobile service	1	2	1	1	1	1
Continuing education	1	2	1	1	1	1
Establish a new library in an unserved area	1	2	1	1	1	1
Provide materials through existing library to previously unserved area/group	1	2	1	1	1	1
Provide additional books and reading materials	1	2	1	1	1	1
Provide additional staff	1	2	1	1	1	1
Provide additional audio-visual materials	1	2	1	1	1	1
Provide community-based and outreach services	1	2	1	1	1	1
Other (PLEASE SPECIFY)	1	2	1	1	1	1

6E. PLEASE DESCRIBE THE CHANGES THIS PROJECT HAS CAUSED.

	NO CHANGE	SOME CHANGE	MAJOR CHANGE	DON'T KNOW	NOT APPLICABLE
Increased number of patrons	1	2	3	4	5
Extended services to clients normally unable to use the library	1	2	3	4	5
Extended services to previously unserved persons	1	2	3	4	5
Enabled the library to provide services it could not provide in the past. . . .	1	2	3	4	5
Provided services used by regular patrons of the library	1	2	3	4	5
Other (PLEASE SPECIFY)	1	2	3	4	5

6F. PLEASE EXPLAIN:

6G. PLEASE DESCRIBE HOW THE PROJECTS SERVICES HAVE CHANGED OVER THE HISTORY OF THE PROJECT.

7. ARE THE SERVICES/ACTIVITIES OF THIS PROJECT TARGETED TOWARD A SPECIFIC POPULATION GROUP?

Yes (GO TO QUESTION 7A) 1
No (GO TO QUESTION 9) 2

7A. IF YES, PLEASE DESCRIBE THE TARGET GROUP(S):

____

____

8. WHAT IS THE ESTIMATED NUMBER OF PERSONS TARGETED FOR SERVICE?

/_/_/_/_/_/_/_/_/

8A. PLEASE DESCRIBE THE BASIS FOR THIS ESTIMATE.

____

____

____

8B. HOW MANY PERSONS TARGETED USED THE PROJECT'S SERVICES DURING FEDERAL FISCAL YEAR 1979?

/_/_/_/_/_/_/_/

9. ARE THE SERVICES/ACTIVITIES OF THIS PROJECT TARGETED FOR SPECIFIC GEOGRAPHIC AREA(S)?

Yes 1
No 2

9A. IF YES, PLEASE DESCRIBE THE TARGETED AREA(S)

____

____

____

10. ARE THE SERVICES/ACTIVITIES OF THIS PROJECT BEST DESCRIBED AS:

Traditional library services 1
Outreach types of services 2
Both 3

10A. PLEASE EXPLAIN THE BASIS FOR YOUR RESPONSE:

____

____

____

11. PLEASE DESCRIBE THE CURRENT STAFFING (FILLED AND UNFILLED POSITIONS) OF THE PROJECT IN FULL TIME EQUIVALANTS (FTE) FOR EACH OF THE FOLLOWING CATEGORIES.

Functional Activity	Paid Staff			Volunteer Staff
	LSCA I Funds	Matching Contribution	Manpower Program*	
Project Administration . . .	/_/_/./_/	/_/_/./_/	/_/_/./_/	/_/_/./_/
Clerical support	/_/_/./_/	/_/_/./_/	/_/_/./_/	/_/_/./_/
Professional services . . .	/_/_/./_/	/_/_/./_/	/_/_/./_/	/_/_/./_/
Services to clients	/_/_/./_/	/_/_/./_/	/_/_/./_/	/_/_/./_/
Other (PLEASE SPECIFY) . . .	/_/_/./_/	/_/_/./_/	/_/_/./_/	/_/_/./_/
______________________				
TOTAL STAFF	/_/_/./_/	/_/_/./_/	/_/_/./_/	/_/_/./_/

*(Such as the CETA program or a student assistance program)

12. HAS THE PROJECT STAFFING CHANGED, AND, IF SO WHY?

____

____

____

13. ARE ANY OF THE FOLLOWING AGENCIES/LIBRARIES INVOLVED IN THE ADMINISTRATION OF THIS PROJECT? PLEASE DESCRIBE HOW EACH IS INVOLVED?

	YES	NO	PLANNING	IMPLEMENTATION OF PROJECT ACTIVITIES	EVALUATION	LEGAL/ CONTRACTUAL RESPONSIBILITY
State Library Agency	1	2	1	1	1	1
Regional library or system headquarters	1	2	1	1	1	1
A public library	1	2	1	1	1	1
More than one public library	1	2	1	1	1	1
A state institution	1	2	1	1	1	1
Other types of libraries	1	2	1	1	1	1
Other (PLEASE SPECIFY)	1	2	1	1	1	1

____

14. FOR EACH OF THE FOLLOWING REASONS, PLEASE INDICATE WHETHER OR NOT IT WAS A REASON FOR UNDERTAKING THIS PROJECT. OF THE REASONS YOU HAVE INDICATED, PLEASE IDENTIFY AND RANK THE THREE MOST IMPORTANT (1=MOST, 2=SECOND MOST, 3=THIRD MOST).

	YES	NO	RANK
A formal needs assessment indicated that a need existed	1	2	____
We observed a need that existed and planned this project to meet it	1	2	____
An existing service appeared to be inadequate to meet the needs and this project was designed to improve the existing service	1	2	____
This project was planned to provide library services to areas of the state which did not have any library service before the project began	1	2	____
This project was planned because we were told there was money available	1	2	____
This project was planned because we were told to develop projects meeting Federal priorities if we wanted it funded	1	2	____
This project was planned because our state plan called for projects of this type around the State	1	2	____
This project was planned because the administering library needed the money	1	2	____
This project was planned to provide a new service in an area which had library service, but where a service of this type did not exist	1	2	____

15. WHICH OF THE FOLLOWING PERSONS OR GROUPS WERE INSTRUMENTAL IN PLANNING THIS PROJECT?

	YES	NO	DON'T KNOW
The staff of the sponsoring library	1	2	3
Consultants or specialists not on the staff of the sponsoring agency	1	2	3
Public officials in our area	1	2	3
Citizens chosen to represent those served by the project	1	2	3
Members of a library board or commission	1	2	3
State library consultants who worked with the staff of the sponsoring agency	1	2	3
Federal officials from the Office of Education .	1	2	3

16. WHICH OF THE FOLLOWING BEST DESCRIBES THE BASIS UPON WHICH THE LSCA TITLE I FUNDS WERE ALLOCATED TO THE PROJECT?

	YES	NO	DON'T KNOW
The funds were received in response to an unsolicited proposal sent to the State Library Administrative Agency	1	2	3
The funds were awarded on a competitive basis	1	2	3
The funds were distributed by the State Library Administrative Agency on a formula (fixed share) basis	1	2	3
The funds were received by this agency because it is urban library	1	2	3
The State Library Administrative Agency is in the best position to conduct this activity.	1	2	3
The State Library Administrative Agency was approached with the idea for the project and they assisted us in obtaining funding	1	2	3
The State Library Administrative Agency announced that funds were available for the purposes that this project operates	1	2	3
Other (PLEASE SPECIFY)	1	2	3

____

SECTION 2: PROBLEMS, CONSTRAINTS

17. WHICH OF THE FOLLOWING WERE/ARE PROBLEMS THAT HAVE HAD AN IMPACT ON THIS PROJECT? FOR THOSE PROBLEMS YOU HAVE IDENTIFIED, WHICH WERE PROBLEMS THROUGHOUT THE PROJECT?

	NOT A PROBLEM	MINOR PROBLEM	MAJOR PROBLEM	NOT APPLICABLE	CONTINUAL PROBLEM	
					YES	NO
Cycle of funding	1	2	3	4	1	2
Level of funding	1	2	3	4	1	2
Number of staff	1	2	3	4	1	2
Staff skills	1	2	3	4	1	2
Staff turnover within the agency	1	2	3	4	1	2
Facilities	1	2	3	4	1	2
Equipment	1	2	3	4	1	2
Information about target populations for whom the projects are intended	1	2	3	4	1	2
Publicity directed toward librarians	1	2	3	4	1	2
Publicity directed toward the public . . .	1	2	3	4	1	2
Support from participating State agencies and their staff	1	2	3	4	1	2
Staff turnover within participating State agencies	1	2	3	4	1	2
Support from participating libraries and their staff	1	2	3	4	1	2
Staff turnover within participating libraries	1	2	3	4	1	2
Support from State institutions and other related agencies	1	2	3	4	1	2
Planning	1	2	3	4	1	2
Project monitoring	1	2	3	4	1	2
Project evaluation	1	2	3	4	1	2
State level requirements	1	2	3	4	1	2
Federal level requirements	1	2	3	4	1	2
Other (PLEASE SPECIFY)	1	2	3	4	1	2

____

17A. PLEASE DESCRIBE THESE MAJOR PROBLEMS AND HOW THEY HAVE AFFECTED THE PROJECT.

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18. FROM YOUR PERSPECTIVE, WHAT WOULD HAPPEN TO THE SERVICES OF THIS PROJECT IF TITLE I FUNDS WERE NO LONGER AVAILABLE?

The services would continue to exist largely supported with local funds	1
The services would continue to exist largely supported with State funds	2
The services would continue to exist but would operate at a reduced level	3
The services would terminate	4
Other (PLEASE SPECIFY)	5

____

19. WHICH OF THE FOLLOWING ARE A PRIMARY OR SECONDARY BENEFIT OF THE PROJECT?

	PRIMARY BENEFIT	SECONDARY BENEFIT	NOT A BENEFIT
Increase in library materials	1	2	3
Decrease in costs by use of new technology	1	2	3
Addition of special materials to collection	1	2	3
Expansion of bibliographic resources	1	2	3
Expansion of interlibrary loan network	1	2	3
Increased sharing of resources	1	2	3
Other (PLEASE SPECIFY)	1	2	3

____

____

20. WHAT FEATURES OF THE PROJECT ARE NEW TO YOUR LIBRARY/AGENCY? PLEASE DESCRIBE WHY YOU CONSIDER THESE TO BE NEW FEATURES:

____

____

____

21. HOW FAMILIAR ARE YOU WITH TITLE I OF THE LIBRARY SERVICES AND CONSTRUCTION ACT?

Very familiar (GO TO QUESTION 22)	1
Somewhat familiar (GO TO QUESTION 22)	2
Vaguely familiar or not familiar (GO TO QUESTION 31)	3

22. PLEASE RATE THE EFFECTIVENESS OF LSCA TITLE I IN IMPROVING THE FOLLOWING ASPECTS OF LIBRARY SERVICES IN THE AREA SERVED BY THE AGENCY SPONSORING YOUR PROJECT?

	NOT EFFECTIVE	MODERATELY EFFECTIVE	HIGHLY EFFECTIVE
Extending library services to previously unserved persons in rural areas	1	2	3
Extending library services to previously unserved persons in urban areas	1	2	3
Upgrading basic services in rural areas	1	2	3
Upgrading basic services in urban areas	1	2	3
Making resources more accessible to library users	1	2	3
Raising local library budget for LSCA Title I types of services. .	1	2	3
Raising local library budget for other services	1	2	3
Raising State library budgets for LSCA Title I types of services .	1	2	3
Upgrading library skills at the State level	1	2	3
Upgrading library skills at the local level	1	2	3
Upgrading management and other skills of State Library Agency Staff	1	2	3
Services to the disadvantaged	1	2	3
Services to those in State institutions	1	2	3
Services to the blind and handicapped	1	2	3
Services to persons of limited English-speaking ability.	1	2	3
Strengthening the State Library Agency	1	2	3
Strengthening metropolitan libraries to serve as regional or national resource centers	1	2	3
Stimulating passage of State legislation affecting public libraries	1	2	3
Other (PLEASE SPECIFY)			
______________________________			

23. HAS LSCA TITLE I ENABLED YOUR STATE TO EXTEND PUBLIC LIBRARY SERVICES TO PERSONS WHO AT ONE TIME HAD NO SERVICE BECAUSE OF PLACE OF RESIDENCE?

YES	1
NO	2
DON'T KNOW (GO TO QUESTION 24)	3

23A. PLEASE EXPLAIN?

____

____

____

____

24. FOR EACH OF THE FOLLOWING GROUPS OF PERSONS IN YOUR THE AREA SERVED BY THIS PROJECT, PLEASE RANK THE DEGREE OF NEED FOR PUBLIC LIBRARY SERVICES AT THE PRESENT TIME?

	RANK
Disadvantaged persons in rural areas	___
Disadvantaged persons in urban areas	___
Physically handicapped and blind persons	___
Persons residing in State institutions	___
Limited English-speaking persons	___
Other disadvantaged groups unable to receive library services	___

25. HAS LSCA TITLE I ENABLED YOUR STATE TO INCREASE THE ADEQUACY OF PUBLIC LIBRARY SERVICES AS DEFINED BY YOUR STATE?

YES	1
NO	2

25A. PLEASE EXPLAIN.

26. HOW EFFECTIVELY HAS LSCA TITLE I STIMULATED YOUR STATE'S EFFORTS TO IMPROVE THE ADEQUACY OF PUBLIC LIBRARY SERVICES IN YOUR STATE?

Not effective	1
Somewhat effective	2
Moderately effective	3
Very effective	4

27. WHAT PROBLEMS, IF ANY, HAVE BEEN ENCOUNTERED IN ADMINISTERING THE LSCA TITLE I PROGRAM IN YOUR STATE, AND HOW HAVE THEY CHANGED SINCE YOUR STATE'S FIRST LONG RANGE PROGRAM WAS SUBMITTED (1972)? (PROBES: (1) FEDERAL REGULATIONS AND GUIDELINES, (2) FUNDING LEVELS, (3) REPORTING REQUIREMENTS)

28. WHAT CHANGES, IF ANY, WOULD YOU SUGGEST BE MADE IN THE ADMINISTRATION OF THE LSCA TITLE I PROGRAM? (PROBE: (1) AT THE FEDERAL LEVEL, (2) AT THE STATE LEVEL, (3) AT THE LOCAL LEVEL)

Federal Level: ______

State Level: ______

Local Level: ______

29. PLEASE DESCRIBE WHAT YOU BELIEVE THE OBJECTIVES OF THE LSCA TITLE I PROGRAM SHOULD BE IN THE 1980s?

30. WHAT WOULD YOU CONSIDER TO BE ACCEPTABLE AND USEFUL MEASURES OF PROGRESS TOWARD MEETING THESE OBJECTIVES IN YOUR STATE?

31. IN WHICH OF THE FOLLOWING WAYS SHOULD THE FEDERAL GOVERNMENT AID PUBLIC LIBRARY DEVELOPMENT? FOR EACH OF THE WAYS YOU HAVE IDENTIFIED, PLEASE RANK THE THREE MOST IMPORTANT WAYS.

	YES	NO	RANK
Encourage the development of innovative services (seed grants) that would be taken over by State or local libraries	1	2	___
Provide funds for services to minorities and other groups with special needs	1	2	___
Fund the development of networks and cooperative organizations to build a national network	1	2	___
Fund automated equipment for technological innovations .	1	2	___
Provide funds to strengthen State and urban libraries . .	1	2	___
Provide funds to public libraries for services and acquisition of library materials	1	2	___
Provide funds for the construction of public libraries .	1	2	___
Provide funds for the operation of public libraries .	1	2	___
Other (PLEASE SPECIFY)	1	2	___

____

32. DO YOU HAVE ANY OTHER COMMENTS REGARDING THE LSCA TITLE I PROGRAM IN YOUR STATE?

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33. DO YOU HAVE COPIES OF ANECDOTAL MATERIAL SUCH AS NEWSPAPER CLIPPINGS, CASE STUDY REPORTS DESCRIBING THE PROJECT THAT I MIGHT HAVE?

34. WHO WITHIN THE PROJECT RESPONDED TO THIS QUESTIONNAIRE?

Director of the project	1
Staff assigned to the project.	2
Other (PLEASE SPECIFY)	3

____

OMB NO.: 51-S-A0001
APPROVAL EXPIRES: 10/31/80
PROJECT ID:

LSCA TITLE I PROJECT SETTING DIRECTOR AND STAFF QUESTIONNAIRE

AN EVALUATION OF TITLE I OF THE LIBRARY SERVICES AND CONSTRUCTION ACT

Prepared for the Office of Education, Department of Health, Education, and Welfare

Applied Management Sciences, Inc.
962 Wayne Avenue
Silver Spring, Maryland 20910

Spring 1980

FORM NO.:G142/5

This survey is authorized by law (Section 417) of the General Education Provision Act as amended (20 USC 1226C). "Not later than November 1 of each year, the Secretary shall transmit to the Committee on Education and Labor of the House of Representatives and the Committee on Labor and Public Welfare of the Senate an annual evaluation report which evaluates the effectiveness of applicable programs in achieving their legislated purposes together with recommendations relating to such programs for the improvement of such programs which will result in greater effectiveness in achieving such purposes." While you are not required to respond, your cooperation is needed to make the results of this study comprehensive, accurate, and timely.

BACKGROUND

BEFORE ASKING YOU QUESTIONS, I WOULD LIKE TO PROVIDE YOU WITH SOME BACKGROUND ABOUT THE PROJECT WE ARE INTERESTED IN. THIS PROJECT TITLE ______________________, WAS SUPPORTED WITH LSCA TITLE I FUNDS IN FISCAL YEAR 1978. HOWEVER, IT HAS BEEN IN OPERATION SINCE __________.

1. ARE YOU FAMILIAR WITH THE SERVICE PROVIDED BY THIS PROJECT?

YES (GO TO QUESTION 2)	1
NO (GO TO QUESTION 1A)	2

1A. NO. PERHAPS IF I DESCRIBE THE PROJECT IN GREATER DETAIL, YOU WILL RECALL IT. (INTERVIEWER DESCRIBE PROJECT USING DESCRIPTION PROVIDED TO YOU.) DO YOU RECALL THE PROJECT NOW?

YES (GO TO QUESTION 2)	1
NO (TERMINATE INTERVIEW)	2

SECTION I: PROJECT AWARENESS AND ASSESSMENT

2. WHICH OF THE FOLLOWING BEST CHARACTERISTIZES THE EXTENT TO WHICH YOU HAVE BEEN INVOLVED IN __________?

	YES	NO
No direct involvement with the project	1	2
Was one of the staff that saw the need for the project	1	2
Prepared the project proposal for funding	1	2
Participated in the implementation of the project	1	2
Work with the project staff on a daily basis	1	2
Supervise staff who work with the project/ use its products .	1	2
Evaluate the project	1	2
Work with library patrons who receive the project service . .	1	2

2A. PLEASE DESCRIBE HOW THE PROJECT RELATES TO YOUR WORK?

____

____

____

3. WHICH OF THE FOLLOWING WERE/ARE PROBLEMS THAT HAVE HAD AN IMPACT ON THIS PROJECT? FOR THOSE PROBLEMS YOU HAVE IDENTIFIED, WHICH WERE PROBLEMS THROUGHOUT THE PROJECT?

	NOT A PROBLEM	MINOR PROBLEM	MAJOR PROBLEM	NOT APPLICABLE	CONTINUAL PROBLEM YES	CONTINUAL PROBLEM NO
Cycle of funding	1	2	3	4	1	2
Level of funding	1	2	3	4	1	2
Number of staff	1	2	3	4	1	2
Staff skills	1	2	3	4	1	2
Staff turnover within the agency	1	2	3	4	1	2
Facilities	1	2	3	4	1	2
Equipment	1	2	3	4	1	2
Information about target populations for whom the projects are intended	1	2	3	4	1	2
Publicity directed toward librarians . . .	1	2	3	4	1	2
Publicity directed toward the public . . .	1	2	3	4	1	2
Support from participating State agencies and their staff	1	2	3	4	1	2
Staff turnover within participating State agencies	1	2	3	4	1	2
Support from participating libraries and their staff	1	2	3	4	1	2
Staff turnover within participating libraries	1	2	3	4	1	2
Support from State institutions and other related agencies	1	2	3	4	1	2
Planning	1	2	3	4	1	2
Project monitoring	1	2	3	4	1	2
Project evaluation	1	2	3	4	1	2
State level requirements	1	2	3	4	1	2
Federal level requirements	1	2	3	4	1	2
Other (PLEASE SPECIFY)	1	2	3	4	1	2

____

3A. PLEASE DESCRIBE THESE MAJOR PROBLEMS AND HOW THEY HAVE AFFECTED THE PROJECT.

____

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____

4. PLEASE DESCRIBE HOW THIS PROJECT HAS AFFECTED:

Patrons:____

Library Staff:____

Other Libraries:____

Other Agencies:____

The Community:____

5. PLEASE DESCRIBE THE CHANGES IN DIRECT SERVICES TO PATRONS THAT HAVE BEEN BROUGHT ABOUT AS A RESULT OF THIS PROJECT?

	NO CHANGE	MINOR CHANGE	MAJOR CHANGE	DON'T KNOW	NOT APPLICABLE
Increased number of patrons	1	2	3	4	5
Extended services to clients normally unable to use the library	1	2	3	4	5
Extended services to previously unserved persons	1	2	3	4	5
Enabled the library to provide services it could not provide in the past. . . .	1	2	3	4	5
Provided services used by regular patrons of the library	1	2	3	4	5
Other (PLEASE SPECIFY)	1	2	3	4	5

____

5A. PLEASE DESCRIBE EACH OF THESE CHANGES?

6. PLEASE DESCRIBE THE CHANGES IN SERVICES AND ADMINISTRATION BROUGHT ABOUT AS A RESULT OF THIS PROJECT?

	NO CHANGE	MINOR CHANGE	MAJPR CHANGE	DON'T KNOW	NOT APPLICABLE
Increased the number of staff	1	2	3	4	5
Improved staff skills	1	2	3	4	5
Added new equipment or facilities . . .	1	2	3	4	5
Improved existing equipment or facilities	1	2	3	4	5
Provided access to resources in other libraries	1	2	3	4	5
Increased the efficiency of library operations	1	2	3	4	5
Increased public awareness of library services	1	2	3	4	5
Reduced the cost of certain library services	1	2	3	4	5
Improved management and administration.	1	2	3	4	5
Enabled the library to participate in a Statewide program	1	2	3	4	5
Other (PLEASE SPECIFY).	1	2	3	4	5

____

6A. PLEASE DESCRIBE EACH OF THESE CHANGES?

____

____

7. BASED ON YOUR EXPERIENCE WITH THIS PROJECT, DOES/DID IT APPEAR TO BE MEETING THE NEEDS IT IS/WAS INTENDED TO MEET?

YES 1

NO 2

7A. PLEASE EXPLAIN WHY?

____

____

8. IF OUTSIDE FUNDING WERE TO STOP, DO YOU THINK YOUR LIBRARY SHOULD CONTINUE TO SUPPORT THIS PROJECT?

YES 1

NO 2

8A. PLEASE EXPLAIN WHY?

____

____

____

8B. TO WHAT EXTENT DOES THE AVAILABILITY OF LSCA TITLE I FUNDS ALLOW THE REALLOCATION OF FUNDS FOR OTHER PURPOSES?

____

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____

____

9. HOW FAMILIAR ARE YOU WITH TITLE I OF THE LIBRARY SERVICES AND CONSTRUCTION ACT?

Very familiar (GO TO QUESTION 10) 1
Somewhat familiar (GO TO QUESTION 10) 2
Vaguely familiar or not familiar (GO TO QUESTION 15) 3

10. IN COMPARISON WITH OTHER PROJECTS RECEIVING LSCA TITLE I FUNDS, HOW WOULD YOU CHARACTERIZE THE IMPLEMENTATION OF THIS PROJECT?

Implemented with great difficulty 1
Implemented with some difficulty 2
Implemented with no difficulty 4
Don't Know 5

10A. PLEASE EXPLAIN.

11. WHAT PROBLEMS, IF ANY, HAVE BEEN ENCOUNTERED IN ADMINISTERING THE LSCA TITLE I PROGRAM IN THE AREA SERVED BY THIS PROJECT? (PROBES: (1) FEDERAL REGULATIONS AND GUIDELINES, (2) FUNDING LEVELS, (3) REPORTING REQUIREMENTS)

12. WHAT CHANGES, IF ANY, WOULD YOU SUGGEST BE MADE IN THE ADMINISTRATION OF THE LSCA TITLE I PROGRAM? (PROBE: (1) AT THE FEDERAL LEVEL, (2) AT THE STATE LEVEL, (3) AT THE LOCAL LEVEL)

Federal Level:

State Level:

Local Level:

13. PLEASE DESCRIBE WHAT YOU BELIEVE THE OBJECTIVES OF THE LSCA TITLE I PROGRAM SHOULD BE IN THE 1980S?

14. WHAT WOULD YOU CONSIDER TO BE ACCEPTABLE AND USEFUL MEASURES OF PROGRESS TOWARD MEETING THESE OBJECTIVES IN YOUR STATE?

15. IN WHICH OF THE FOLLOWING WAYS SHOULD THE FEDERAL GOVERNMENT AID PUBLIC LIBRARY DEVELOPMENT? FOR EACH OF THE WAYS YOU HAVE IDENTIFIED, PLEASE RANK THE THREE MOST IMPORTANT WAYS.

	YES	NO	RANK
Encourage the development of innovative services (seed grants) that would be taken over by State or local libraries	1	2	___
Provide funds for services to minorities and other groups with special needs	1	2	___
Fund the development of networks and cooperative organizations to build a national network	1	2	___
Fund automated equipment for technological innovations	1	2	___
Provide funds to strengthen State and urban libraries	1	2	___
Provide funds to public libraries for services and acquisition of library materials	1	2	___
Provide funds for the construction of public libraries	1	2	___
Provide funds for the operation of public libraries	1	2	___
Other (PLEASE SPECIFY) ______________________	1	2	___

16. DO YOU HAVE ANY OTHER COMMENTS REGARDING THE LSCA TITLE I PROGRAM IN YOUR STATE?

17. IDENTITY OF RESPONDENT:

Setting director 1
Setting staff 2

18. WAS INTERVIEW CONDUCTED WITH SETTING DIRECTOR/STAFF AT THE PRIMARY PROJECT SITE OR AT A SUBPROJECT SITE?

Primary project site 1
Subproject site 2
System headquarters 3

OMB NO: 51-S-A0001

APPROVAL EXPIRES: 10/31/80

PUBLIC LIBRARY DIRECTOR SURVEY QUESTIONNAIRE

AN EVALUATION OF TITLE I OF THE LIBRARY SERVICES AND CONSTRUCTION ACT

Prepared for the Office of Education, Department of Health, Education and Welfare

Applied Management Sciences
962 Wayne Avenue
Silver Spring, Maryland 20910

Spring, 1980

FORM NO: G-142/6

This survey is authorized by law (Section 417) of the General Education Provision Act as amended (20 USC 1226C). "Not later than November 1 of each year, the Secretary shall transmit to the Committee on Education and Labor of the House of Representatives and the Committee on Labor and Public Welfare of the Senate an annual evaluation report which evaluates the effectiveness of applicable programs in achieving their legislated purposes together with recommendations relating to such programs for the improvement of such programs which will result in greater effectiveness in achieving such purposes." While you are not required to respond, your cooperation is needed to make the results of this study comprehensive, accurate, and timely.

ID LABEL HERE

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SECTION 1: USE OF LSCA TITLE I FUNDS

SECTION 1 OF THE QUESTIONNAIRE IS INTENDED TO DETERMINE SOME OF THE WAYS IN WHICH LSCA TITLE FUNDS HAVE BEEN USED BY LOCAL PUBLIC LIBRARIES. IF YOUR PUBLIC LIBRARY HAS NOT EVER RECEIVED LSCA TITLE I FUNDS, IT IS VITALLY IMPORTANT THAT YOU RECORD THAT FACT BELOW AND THEN COMPLETE THE REMAINDER OF SECTION 1 AND ALL OF SECTION 2. TO COMPLETE SECTION 1, IT MAY BE NECESSARY TO REVIEW RECORDS OR CONSULT WITH MEMBERS OF YOUR STAFF.

1. **PLEASE INDICATE WHETHER YOUR LIBRARY RECEIVED LSCA TITLE I FUNDS AND THE GENERAL CHARACTERISTICS OF THE SERVICES PROVIDED WITH THOSE FUNDS DURING THE FOLLOWING TIME PERIODS.**

	PRIOR TO 1970			1970-1974			1975-1979		
	YES	NO	DON'T KNOW	YES	NO	DON'T KNOW	YES	NO	DON'T KNOW
Received LSCA Title I funds (IF NO/DON'T KNOW, FOR ALL THREE TIME PERIODS, GO TO QUESTION 1A)	1	2	3	1	2	3	1	2	3
TARGETING OF LSCA TITLE I FUNDS									
All funds were targeted to population group(s)	1	2	3	1	2	3	1	2	3
(If targeted, please specify group(s)) ______________________									
Some funds targeted to population group(s)	1	2	3	1	2	3	1	2	3
(If targeted, please specify group(s)) ______________________									
Funds not targeted to population group(s)	1	2	3	1	2	3	1	2	3
PRESENCE OF SERVICES PRIOR TO RECEIPT OF LSCA TITLE I FUNDS									
All of the LSCA I-funded services existed prior to receipt of LSCA Title I funds	1	2	3	1	2	3	1	2	3
Some of the LSCA I-funded services existed prior to receipt of LSCA Title I funds	1	2	3	1	2	3	1	2	3
None of the LSCA I-funded services existed before LSCA Title I funds	1	2	3	1	2	3	1	2	3
CONTINUITY OF SERVICES									
All of the services that received LSCA Title I funding continued after LSCA I funding ceased	1	2	3	1	2	3	1	2	3
Over half of the services that received LSCA Title I funding continued after LSCA I funding ceased	1	2	3	1	2	3	1	2	3
Under half of the services that received LSCA Title I funding continued after LSCA I funding ceased	1	2	3	1	2	3	1	2	3
No services that received LSCA Title I funding continued after LSCA I funding ceased	1	2	3	1	2	3	1	2	3
INVOLVEMENT OF OTHER LIBRARIES									
Most of services receiving LSCA Title I funds involved other libraries	1	2	3	1	2	3	1	2	3
Some of the services received LSCA Title I funds involved other libraries	1	2	3	1	2	3	1	2	3
None of the services received LSCA Title I funds involved other libraries	1	2	3	1	2	3	1	2	3

1A. WHICH OF THE FOLLOWING REASONS BEST EXPLAINS WHY YOUR PUBLIC LIBRARY HAS NOT RECEIVED LSCA TITLE I FUNDING?

This public library has never applied for or requested LSCA Title I funds from the State Library Administrative Agency	1
This public library has applied for LSCA Title I funding but has never received it	2
This public library is not eligible to receive LSCA Title I funds	3
LSCA Title I funds are not distributed directly to public libraries	4
This public library was not aware that LSCA Title I funds were available for use by local public libraries	5
Other (PLEASE SPECIFY)	6

____

Go on to Question 1B.

1B. DOES YOUR LIBRARY CURRENTLY PROVIDE SERVICE(S) SPECIFICALLY DESIGNED TO ADDRESS EACH OF THE FOLLOWING PRIORITIES? FOR THOSE THAT YOU INDICATE YES, ALSO PLEASE INDICATE WHETHER OR NOT THE SERVICE(S) WERE STARTED WITH LSCA TITLE I FUNDS AND WHETHER OR NOT LSCA TITLE I FUNDS ARE USED CURRENTLY TO SUPPORT THE SERVICE(S).

	PROVIDES SERVICE(S)			STARTED WITH LSCA I FUNDS		CURRENTLY RECEIVES LSCA I FUNDS	
	YES	NO	NOT APPLICABLE	YES	NO	YES	NO
To extend library services to previously unserved rural areas	1	2	3	1	2	1	2
To extend library services to previously unserved urban areas	1	2	3	1	2	1	2
To serve the disadvantaged in rural areas	1	2	3	1	2	1	2
To serve the disadvantaged in urban areas	1	2	3	1	2	1	2
To serve the limited-English speaking	1	2	3	1	2	1	2
To serve residents of State-supported institutions	1	2	3	1	2	1	2
To serve the physically handicapped and blind	1	2	3	1	2	1	2
To provide services as a regional or national resource center	1	2	3	1	2	1	2
To serve other disadvantaged groups unable to receive library services (minorities, aged, etc.)	1	2	3	1	2	1	2
To improve library services in areas having inadequate services	1	2	3	1	2	1	2

Go on to Question 1C, and please note that you will need to refer to your responses to this question.

1C. FOR EACH OF THE PRIORITIES FOR WHICH YOU ARE PROVIDING SERVICES, PLEASE INDICATE THE TYPE(S) OF SERVICES YOU ARE PROVIDING. IF MORE THAN ONE SERVICE IS PROVIDED, PLEASE INDICATE THE SERVICE FUNDED AT THE HIGHEST LEVEL. PLEASE NOTE THAT THE LIST OF POSSIBLE SERVICES CONTINUES ON THE NEXT PAGE.

PRIORITIES	SPECIALIZED COLLECTION	BOOK-MOBILE	BOOKS-BY-MAIL	OUTREACH SERVICE(S)	STAFF TRAINING	NEW PROCESSING SYSTEM(S)
To extend library services to previously unserved rural areas	1	1	1	1	1	1
To extend library services to previously unserved urban areas	1	1	1	1	1	1
To serve the disadvantaged in rural areas	1	1	1	1	1	1
To serve the disadvantaged in urban areas.	1	1	1	1	1	1
To serve the limited-English speaking	1	1	1	1	1	1
To serve residents of State-supported institutions	1	1	1	1	1	1
To serve the physically handicapped and blind	1	1	1	1	1	1
To provide services as a regional or national resource center	1	1	1	1	1	1
To serve other groups unable to receive library services (minorities, aged, etc.)	1	1	1	1	1	1
To improve library services in areas having inadequate service	1	1	1	1	1	1

QUESTION 1C CONTINUED

PRIORITIES	EDUCATION PROGRAMS	SPECIALIZED STAFF	BIBLIOGRAPHIC SERVICES	REFERENCE SERVICES	OTHER DESCRIBE BELOW
To extend library services to previously unserved rural areas	1	1	1	1	1
To extend library services to previously unserved urban areas	1	1	1	1	1
To serve the disadvantaged in rural areas	1	1	1	1	1
To serve the disadvantaged in urban areas.	1	1	1	1	1
To serve the limited-English speaking	1	1	1	1	1
To serve residents of State-supported institutions	1	1	1	1	1
To serve the physically handicapped and blind	1	1	1	1	1
To provide services as a regional or national resource center	1	1	1	1	1
To serve other groups unable to receive library services (minorities, aged, etc.)	1	1	1	1	1
To improve library services in areas having inadequate services	1	1	1	1	1

1D. DESCRIBE ALL "OTHER" SERVICES HERE:

1. ______________________________
2. ______________________________
3. ______________________________
4. ______________________________
5. ______________________________
6. ______________________________

2. DO ANY OF THE FOLLOWING FACTORS AFFECT THE USE/NONUSE OF LSCA TITLE I FUNDS BY YOUR LIBRARY? FOR THOSE CONSTRAINTS WHICH APPLY, PLEASE INDICATE WHETHER EACH IS CURRENTLY INCREASING OR DECREASING IN SEVERITY.

	YES	NO	DECREASING SEVERITY	NO CHANGE	INCREASING SEVERITY
Inadequate local per capita expenditures for public libraries	1	2	1	2	3
Lack of community support for new library programs	1	2	1	2	3
Local government reluctance to apply for and use Federal or State funds	1	2	1	2	3
Increasing indirect cost set aside required by local government.	1	2	1	2	3
Insufficient facilities to support new services	1	2	1	2	3
Unwillingness of local government to provide long-term support for new staff	1	2	1	2	3
Inadequate staff skills to accommodate new services	1	2	1	2	3
Unwillingness of local government to support programs/services involving resource sharing	1	2	1	2	3
Lack of awareness of the LSCA Title I program	1	2	1	2	3
Lack of awareness of State Library Administrative Agency programs	1	2	1	2	3
State Library Administrative Agency goals differ from those of this library	1	2	1	2	3
Other (PLEASE SPECIFY)	1	2	1	2	3

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SECTION 2: EFFECTS OF LSCA TITLE I

3. HAS LSCA TITLE I ENABLED YOUR PUBLIC LIBRARY TO EXTEND PUBLIC LIBRARY SERVICES TO PERSONS WHO AT ONE TIME HAD NO SERVICE BECAUSE OF PLACE OF RESIDENCE?

Yes 1
No 2
Don't know 3

4. FOR EACH OF THE FOLLOWING GROUPS OF PERSONS IN THE AREA SERVED BY YOUR LIBRARY, PLEASE RANK THE DEGREE OF NEED FOR PUBLIC LIBRARY SERVICES AT THE PRESENT TIME? A 1 WOULD INDICATE THE GREATEST NEED, A 2 THE NEXT GREATEST NEED, ETC.

	RANK
Disadvantaged persons in rural areas	______
Disadvantaged persons in urban areas	______
Physically handicapped and blind persons	______
Persons residing in State institutions	______
Limited English-speaking persons	______
Other disadvantaged groups unable to receive library services	______

5. HAS LSCA TITLE I ENABLED YOUR LIBRARY TO INCREASE THE ADEQUACY OF PUBLIC LIBRARY SERVICES AS DEFINED BY YOUR STATE?

Yes 1
No 2
Don't know 3

5A. PLEASE EXPLAIN.

____

____

____

____

6. HOW EFFECTIVELY HAS LSCA TITLE I STIMULATED YOUR STATE'S EFFORTS TO IMPROVE THE ADEQUACY OF PUBLIC LIBRARY SERVICES IN YOUR STATE?

Not effective 1
Somewhat effective 2
Moderately effective 3
Very effective 4

7. WHICH OF THE FOLLOWING BENEFITS HAS YOUR LIBRARY REALIZED FROM THE LSCA TITLE I PROGRAM IN YOUR STATE? FOR THOSE BENEFITS THAT APPLY, PLEASE INDICATE WHETHER EACH WAS ONLY MILDLY, MODERATELY, OR HIGHLY BENEFICIAL.

	YES	NO	MILDLY BENEFICIAL	ONLY MODERATELY BENEFICIAL	HIGHLY BENEFICIAL
Improved/new services for the disadvantaged in rural areas	1	2	1	2	3
Improved/new services for the disadvantaged in urban areas	1	2	1	2	3
New or improved services for the physically handicapped and blind	1	2	1	2	3
New or improved services for the limited-English speaking	1	2	1	2	3
New or improved services for other groups unable to receive library services	1	2	1	2	3
Improved staff skills	1	2	1	2	3
More adequate library services	1	2	1	2	3
Increased access to resources and materials in other libraries	1	2	1	2	3
Increased availability of local funds	1	2	1	2	3
Increased availability of state funds	1	2	1	2	3
Introduction of non-traditional services	1	2	1	2	3
Reached new user groups	1	2	1	2	3
Greater community involvement in library service planning	1	2	1	2	3
Decreased costs resulting from centralized processing	1	2	1	2	3
Enabled this library to increase its use of other federal funding sources such as the National Endowment for the Humanities	1	2	1	2	3
Increased State Library Administrative Agency role in direct service provision	1	2	1	2	3
Other (PLEASE SPECIFY)	1	2	1	2	3

8. **PLEASE REVIEW THE FOLLOWING AND INDICATE YOUR VIEWS ON THE LEVEL OF EMPHASIS LSCA TITLE I SHOULD GIVE TO EACH.**

	NO EMPHASIS	MINOR EMPHASIS	MAJOR EMPHASIS
Improved/new services for the disadvantaged in rural areas	1	2	3
Improved/new services for the disadvantaged in urban areas	1	2	3
New or improved services for the physically handicapped and blind	1	2	3
New or improved services for the limited-English speaking	1	2	3
New or improved services for residents of State-supported institutions.	1	2	3
New or improved services for other groups unable to receive library services.	1	2	3
Improved staff skills.	1	2	3
More adequate library services	1	2	3
Increased access to resources and materials in libraries	1	2	3
Increased availability of local funds.	1	2	3
Increased availability of state funds.	1	2	3
Introduction of non-traditional services	1	2	3
Reaching new user groups	1	2	3
Greater community involvement in library service planning.	1	2	3
Decreased costs resulting from centralized processing	1	2	3
Increased State Library Administrative Agency role in direct service provision	1	2	3
Other (PLEASE SPECIFY)	1	2	3

____

9. IN WHICH OF THE FOLLOWING WAYS SHOULD THE FEDERAL GOVERNMENT AID PUBLIC LIBRARY DEVELOPMENT? FOR EACH OF THE WAYS YOU HAVE INDICATED YES, PLEASE RANK THE THREE MOST IMPORTANT WAYS. (1 = MOST IMPORTANT, 2 = NEXT MOST IMPORTANT, ETC.).

	YES	NO	RANK
Encourage the development of innovative services (seed grants) that would be taken over by State or local libraries	1	2	___
Provide funds for services to minorities and other groups with special needs	1	2	___
Fund the development of networks and cooperative organizations to build a national network	1	2	___
Fund automated equipment for technological innovations	1	2	___
Provide funds to strengthen State and urban libraries	1	2	___
Provide funds to public libraries for services and acquisition of library materials	1	2	___
Provide funds for the construction of public libraries	1	2	___
Provide funds for the operation of public libraries	1	2	___
Other (PLEASE SPECIFY) ______________________	1	2	___

10. IF YOU HAVE ANY OTHER COMMENTS REGARDING THE LSCA TITLE I PROGRAM IN YOUR STATE, PLEASE RECORD THEM HERE. IF NECESSARY CONTINUE ON THE NEXT PAGE.

YOU HAVE COMPLETED THE QUESTIONNAIRE. PLEASE TAKE A FEW MOMENTS TO REVIEW YOUR RESPONSES BEFORE RETURNING THE QUESTIONNAIRE IN THE ACCOMPANYING PREPAID ENVELOPE.

THANK YOU.

LSCA TITLE I PROJECT DATA EXTRACTION FORM (SAMPLE COPY)

LSCA TITLE I DATA SHEET

1. FEDERAL FISCAL YEAR: 19___ 2. STATE ID NUMBER: /_/_/ 3. COMPLETED BY: /_/_/

cc 7-9	cc 10-18	cc 19-20	cc 21-29	cc 30-31	cc 32-40	cc 41-49	cc 50	cc 51	cc 52	cc 53-54	cc 55-56	cc 57-58	cc 59
PROJ SUB-PROJ # (1)	FEDERAL FUNDS (2a)	FUND TYPE (2b)	FEDERAL FUNDS (2c)	FUND TYPE (2d)	STATE FUNDS (2e)	LOCAL FUNDS (2f)	LOCAL STATE IN-KIND (3)	ADMINISTERING AGENCY (4)	OPERATING AGENCY (5)	PRIMARY BENEFICIARY (6)	PRIMARY PRODUCT/OUTPUT (7)	PRIMARY PURPOSE (8)	OFFICE USE ONLY (9)
													1
													2
													3
													4
													5
													6
													7
													8